CULPEPER COUNTY PUBLIC SCHOOLS SCHOOL DIVISION EFFICIENCY REVIEW

FINAL REPORT

Submitted by:

MGT OF AMERICA, INC.

June 12, 2006

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**2123 Centre Pointe Boulevard
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EXECUTIVE SUMMARY

The Commonwealth of Virginia has created the School Efficiency Review program, which provides outside educational expertise to assist school divisions in utilizing educational dollars to the fullest extent possible. This program involves contracting with educational experts to perform efficiency reviews for select school divisions within the commonwealth that volunteer to participate. School division efficiency reviews, in conjunction with the Standards of Learning results, enable Virginians to see how well each school division is performing and ensure that ideas for innovative reform are made available to all divisions in the commonwealth.

Since its creation in 2003, the program has expanded every year. It included more than 10 school divisions in the 2005-06 school year. In August of 2005, MGT of America, Inc., was awarded a contract to conduct an Efficiency Review of Culpeper County Public Schools (CCPS). As stated in the Request for Proposals (RFP), the purpose of the study was to conduct an external review of the efficiency of various offices and operations within Culpeper County Public Schools and prepare a final report of the findings, recommendations, and projected costs and/or cost savings as recommendations. The object of the review was to identify ways that CCPS could realize cost savings in non-instructional areas in order to redirect those funds towards classroom activities.

Culpeper County Public Schools

Culpeper County Public Schools is a rapidly growing school division in the northern part of the Commonwealth of Virginia. In fact, according to an article in the March 17, 2006, issue of the *Culpeper Star Exponent*, one of the local newspapers, Culpeper County is the 18th fastest growing county in the nation. Everyone in the county who is associated with education identified this growth as the single most significant issue facing the school system.

The division consists of one high school, two middle schools, and five elementary schools. Division administrative functions are headquartered in the central office, which is located near downtown Culpeper in a building shared with F.T. Binns Middle School.

Approximately 539 teachers and 468 administrative and support personnel serve over 7,000 students. Included among those administrative and support personnel are para-professionals, media specialists, and guidance counselors. Slightly less than one-fourth (23.4%) of the students are eligible for free or reduced price meals. All CCPS schools are accredited.

Study Methodology

Our methodology involved a focused use of MGT's audit guidelines and Virginia school efficiency review guidelines. Stakeholder input was a major feature of the process. MGT analyzed both existing data and new information obtained through various means of stakeholder input. Each of these strategies is described below.

Existing Reports and Data Sources

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

Existing materials we obtained included, but were not limited to, the following:

- Comparative division, regional, and state demographic, financial, and performance data

- Policies and administrative procedures

- Program and compliance reports

- Annual performance reports

- Independent financial audits

- Curriculum and instruction plans

- Technology plan

- Longitudinal test data

- Annual budget and expenditure reports

- Previous studies/audits of the school division

- Job descriptions

- Salary schedules

- Personnel handbooks

- Agenda, minutes, and background materials for board meetings

We analyzed data from each of these sources and used the information as a starting point for collecting additional data during our on-site review.

Diagnostic Review

During the week of January 23, 2006, MGT's Project Director conducted the diagnostic review. MGT interviewed a variety of stakeholders including members of the school board, CCPS administrators and staff, and school principals.

Employee Surveys

To secure the involvement of administrators, principals, and teachers in the focus and scope of the Culpeper County Public Schools Efficiency Review, employee surveys were prepared and disseminated in January 2006. Through the use of anonymous surveys, central office administrators, principals, and teachers in Culpeper County Public Schools were given the opportunity to express their views about the management and operations of the division. These surveys were similar in format and content to provide a database for determining how the opinions and perceptions of central office administrators, principals, and teachers vary.

The CCPS response rates for the surveys were good. One hundred percent of central office administrators, 70.8 percent of principals, and 47.2 percent of teachers responded to the surveys.

Survey results are provided within each chapter review of functional areas of the division, as appropriate. Complete survey results may be found in Appendix A of the full report.

Conducting the Formal On-site Review

During the week of February 27 to March 3, 2006, MGT conducted the formal on-site review with a team of six consultants. We examined the following functions and operations in CCPS:

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

Our systematic assessment of Culpeper County Public Schools included the use of both Virginia's and MGT's guidelines for conducting management and performance audits and efficiency reviews. Following our collection and analysis of existing data and new information, we tailored our guidelines to reflect division policies and administrative procedures; the unique conditions of Culpeper County Public Schools; and the input of county leaders, school division administrators, and staff. Our on-site review included interviews with administrators, school board members, members of the board of supervisors, and interviews and focus groups with appropriate division staff. We also examined documentation provided by these individuals.

Comparison Summary

A data comparison between Culpeper County Public Schools and the divisions that comprise its peer group shows that CCPS was in the middle of the group in terms of total student population (6,489) in school year 2004-05. Two of those peer divisions—

Rockingham and Shenandoah—had a higher percentage of economically disadvantaged students.

In 2003-04, CCPS had the highest ratio (88.29) of teachers per 1,000 students. Also in the 2003-04 school year, four of the five divisions in the comparison group received more funding from the commonwealth than did CCPS. Culpeper County was required to cover 47.32 percent of the division's expenses, whereas the average amount of local funds allocated to support the educational programs of the peer divisions was slightly below 42 percent.

It should be noted, however, that almost all of the comparison data cited above and used in Chapter 1.0, Introduction, come from the Virginia Department of Education, and many of the figures are from fiscal year 2003-04. Thus, it can be misleading to compare data from that year to the current school year (2005-06). Nevertheless, if the reader keeps this in mind, it is helpful to see how the divisions compare in various areas.

Major Commendations

Detailed commendations for exemplary practices are found in the full report in Chapters 2.0 through 10.0. Among the major accomplishments for which Culpeper County Public Schools is recognized are:

- placing the school board meeting agenda and approved minutes on the CCPS Web site, thus making important information readily available to the public;

- posting its user-friendly policy manual and related forms and procedures on its Web site;

- meeting all minimum commonwealth school administrative staffing criteria set forth in the revised Standards of Quality;

- establishing the benefits analyst position;

- dedicating a position whose primary responsibility is to recruit, induct, and provide incentives to retain highly qualified teachers;

- committing resources to teacher recruitment;

- providing financial incentives in its recruitment efforts beyond salary and health benefits;

- providing financial support for professional development;

- converting its general ledger to a consistent and detailed system of cost center-based accounts that enhance transparency and financial accountability within the school division;

- demonstrating agility by adopting its budget proposal for submittal to the board of supervisors without benefit of revenue estimates from the county;

- creating a separation of duties between HR and payroll, and implementing the HR module of the Bright and Associates, Inc., system that provides a link to the payroll system;

- using a health advisory committee to evaluate employee health insurance coverage; issuing periodic RFPs to find the most competitive rates and services for the school division and its employees and retirees; and conducting a risk assessment;

- tracking all school division technology assets and tracking other assets valued in excess of $5,000;

- adopting policies that govern purchasing and providing policies and procedures for purchases at the schools in the annually updated teacher's manual;

- implementing progressive approaches to higher and accelerated student achievement;

- developing and aligning curriculum guides that identify critical standards to be achieved, curriculum pacing guides, and benchmark assessments;

- identifying key initiatives for closing the minority/majority achievement gap;

- developing a comprehensive professional plan for curriculum and instruction;

- providing an extensive array of data reports to schools and teachers;

- implementing the STRIDES program;

- having the foresight to hire a construction projects manager;

- involving many stakeholders in the design process of the new high school;

- developing a comprehensive list of items that can be deleted from the design of the high school in the event costs exceed estimates;

- having a comprehensive painting schedule for all facilities and performing the work at night so that it does not disrupt the instructional process;

- having a comprehensive energy conservation program, which has resulted in substantial savings for the division over the past 10 years;

- implementing actions that have effectively reduced deadhead miles for school buses;

- developing an excellent school bus replacement plan and implementation procedures;

- developing a technology plan that effectively addresses technology use by students and teachers;

- providing good technical support to all technology users;

- implementing and maintaining an effective wide area network;

- creating additional course options for high school students by participating in the Virtual High School;

- taking steps to replace the existing telephone system with a more modern, VoIP (Voice over Internet Protocol) telephone system;

- purchasing five-year extended warranties on all new computers;

- participating in the Shenandoah Food Buying Cooperative;

- carrying out its food service responsibilities in a financially sound manner and thereby creating a healthy fund balance; and

- reviewing meal prices and examining ways to generate additional food service revenue to ensure that the food service program remains financially successful.

Major Findings and Recommendations

Although this Executive Summary briefly identifies key efficiency issues in Culpeper County Public Schools, detailed recommendations for improving operations are found throughout the main body of the full report. Major recommendations for improvement include the following:

- Develop and implement a full school board member development program (Chapter 2.0, Recommendation 2-1).

- Appoint a community-based task force to collaborate with the Culpeper County Board of Supervisors and School Board on a memorandum of agreement for shared services and coordinate its implementation (Chapter 2.0, Recommendation 2-3).

■ Establish a written, school board-approved contract for legal services and assess those services annually (Chapter 2.0, Recommendation 2-7).

■ Reorganize the central office administration of Culpeper County Public Schools by realigning functions, assigning the human resources department to the executive director of administrative services, and consolidating student service-related functions under a director of student services reporting to the executive director of administrative services (Chapter 2.0, Recommendation 2-8)

■ Develop a procedural handbook to accompany the current HR board policies (Chapter 3.0, Recommendation 3-2).

■ Upgrade the HR Web site to allow on-line application for vacancies and other activities related to the hiring process (Chapter 3.0, Recommendation 3-4).

■ Continue efforts to maintain salary competitiveness with neighboring school divisions (Chapter 3.0, Recommendation 3-6).

■ Transition to a fully on-line system of registration for professional development activities and documentation of participation (Chapter 3.0, Recommendation 3-9).

■ Work with the board of supervisors to determine a mutually acceptable revenue sharing formula and a timeline for receiving revenue projections early in the annual budget cycle (Chapter 4.0, Recommendation 4-2).

■ Implement procedures to improve controls over the division's school activity funds (Chapter 4.0, Recommendation 4-3).

■ Take banking services proposals from local banks and consider moving all school activity accounts to the one that offers the best interest-bearing accounts and services (Chapter 4.0, Recommendation 4-4).

■ Develop and implement a comprehensive fixed asset tracking system for identifying, inventorying, and managing all school division assets (Chapter 4.0, Recommendation 4-8).

■ Appoint the superintendent and the executive director of business and finance as the school board's agent and deputy agent, respectively, to examine and approve all school division claims on its behalf, and eliminate the monthly compilation of accounts payable items and review of every item by school board member representatives (Chapter 5.0, Recommendation 5-2).

- Automate purchasing by using the AS/400 system and end the monthly requirement for principals to go to the central office and sign against each purchase order (Chapter 5.0, Recommendation 5-3).

- Replace the use of individual school discount store cards with a divisionwide purchasing card program for purchases of less than $1,000 to reduce costs and improve efficiency (Chapter 5.0, Recommendation 5-4).

- Request that the board of supervisors consider consolidating purchasing functions of the school division with the county's purchasing office under a county-administered central purchasing office (Chapter 5.0, Recommendation 5-5).

- Create a department of student services, hire a director of student services, and align all functions of student services (Chapter 6.0, Recommendation 6-1).

- Update school board policies on curriculum and instruction (Chapter 6.0, Recommendation 6-2).

- Establish a leadership academy for principals to study, communicate, and problem solve as a professional leadership group (Chapter 6.0, Recommendation 6-4).

- Approve and implement the revised Local Plan for the Education of the Gifted (Chapter 6.0, Recommendation 6-6).

- Develop a plan to expand high quality pre-kindergarten programs through community interagency agreements (Chapter 6.0, Recommendation 6-7).

- Ensure that school improvement plans are aligned with division initiatives and staff development (Chapter 6.0, Recommendation 6-10).

- Implement a systemwide explicit and systematic reading program in kindergarten through grade 3 using school staff in general education, federal programs, and special education (Chapter 6.0, Recommendation 6-11).

- Revise the 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 6.0, Recommendation 6-14).

- Reorganize staff so that the director of maintenance and the construction projects manager report to the executive director of administrative services (Chapter 7.0, Recommendation 7-1).

- Develop prototypical educational specifications for elementary schools, middle schools, and high schools (Chapter 7.0, Recommendation 7-3).

- Develop a process to conduct post-occupancy reviews of major facility renovations and/or new construction projects (Chapter 7.0, Recommendation 7-5).

- Review maintenance costs and target a reduction of $0.50 (50 cents) per square foot (Chapter 7.0, Recommendation 7-6).

- Hire a warehouse supervisor (Chapter 7.0, Recommendation 7-7).

- Purchase and implement a computerized maintenance management software system (Chapter 7.0, Recommendation 7-8).

- Implement an ongoing staff development program for maintenance personnel (Chapter 7.0, Recommendation 7-11).

- Digitize school facilities blueprints (Chapter 7.0, Recommendation 7-13).

- Hire a half-time custodial supervisor who would report to the director of maintenance (Chapter 7.0, Recommendation 7-14).

- Discontinue the outsourcing of custodial services and provide custodial services utilizing CCPS employees (Chapter 7.0, Recommendation 7-17).

- Establish a task force and assign it the responsibility of evaluating all bus driver compensation guidelines and practices (Chapter 8.0, Recommendation 8-1).

- Purchase mechanical fueling control systems and eliminate one bus mechanic (Chapter 8.0, Recommendation 8-3).

- Eliminate the assistant director of transportation position and create a transportation specialist position (Chapter 8.0, Recommendation 8-4).

- Create a bus driver and substitute driver recruitment cooperative with contiguous school divisions and develop substantial hiring incentives, pay for training, and monetary single payment incentives for safe driving and employment longevity (Chapter 8.0, Recommendation 8-5).

- Eliminate high school and middle school paired double routes and create double or tiered routes pairing secondary and elementary schools (Chapter 8.0, Recommendation 8-7).

- Adopt and implement a spare bus policy (Chapter 8.0, Recommendation 8-10).

- Dispose of old, unusable automobiles, the old parts bus, the 1987 Thomas bus, and other excess buses (Chapter 8.0, Recommendation 8-14).

- Establish a permanent divisionwide Technology Committee (Chapter 9.0, Recommendation 9-1).

- Assign the school-based lab technicians to the department of information services and technology (Chapter 9.0, Recommendation 9-2).

- Ensure that the director of technology is included on the division's planning team any time a new school is to be built or an old school is to be renovated (Chapter 9.0, Recommendation 9-4).

- Assign responsibility for the content of the Culpeper County Public Schools Web site to the public information officer (Chapter 9.0, Recommendation 9-5).

- Acquire a software package that allows parents to see information on their children's progress in a secure manner (Chapter 9.0, Recommendation 9-6).

- Establish a process for developing recommended lists of instructional courseware, which will facilitate school-based selections (Chapter 9.0, Recommendation 9-7).

- Implement a technology lead teacher program in which each school has two or more technology-savvy teachers who volunteer to serve as technology lead teachers (Chapter 9.0, Recommendation 9-8).

- Implement a program that involves students as providers of technical support for their schools (Chapter 9.0, Recommendation 9-9).

- Analyze the costs associated with providing food services and determine an appropriate amount of indirect costs to be paid by the food service department to the Culpeper County Public Schools general fund (Chapter 10.0, Recommendation 10-1).

Fiscal Impact

Based on the analyses of data obtained from interviews, surveys, community input, state and division documents, and firsthand observations in Culpeper County Public Schools, the MGT team developed over 90 recommendations. Twenty of these have fiscal implications. 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 can be accomplished in five years and should yield a net savings of $1,760,772. It is

important to note that many of the recommendations without specific fiscal impacts are expected to result in a net cost savings to the division, depending on how the division elects to implement them. It should also be noted that costs and savings presented in this report are in 2005-06 dollars and do not reflect increases due to salary or inflation adjustments.

Exhibit 11-2 in Chapter 11.0 identifies the costs and savings by recommendation.

EXHIBIT 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	$504,803	$545,056	$545,056	$545,056	$545,056	$2,685,207
TOTAL (COSTS)	($171,084)	($173,384)	($173,384)	($173,384)	($173,384)	($864,620)
TOTAL NET SAVINGS (COSTS)	$333,719	$371,672	$371,672	$371,672	$371,672	$1,820,407
ONE-TIME NET SAVINGS (COSTS)						($59,635)
TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)						$1,760,772

1.0 INTRODUCTION

In September 2005, the Commonwealth of Virginia engaged MGT of America, Inc., to conduct a series of 10 School Division Efficiency Reviews. Five of those reviews were conducted in the fall of 2005, and five more were conducted in the spring of 2006. One of the reviews conducted in the spring was that of Culpeper County Public Schools (CCPS). This review focused on the organizational, financial, and operational effectiveness of that school system. This report provides the results of the CCPS review. Exhibit 1-1 shows an overview of MGT's work plan, and Exhibit 1-2 provides the timeline for project activities.

1.1 *Overview of Culpeper County Public Schools*

Culpeper County Public Schools is a rapidly growing school division in the northern part of the Commonwealth of Virginia. In fact, according to an article appearing in the March 17, 2006 issue of the *Culpeper Star Exponent*, one of the local newspapers, Culpeper County is the 18th fastest growing county in the nation. Everyone in the county that is associated with education with whom MGT talked, identified this growth as the single most significant issue facing the school system.

The division consists of one high school, two middle schools, and five elementary schools. Division administrative functions are headquartered in the central office which is located near downtown Culpeper and occupies a building that is shared with F.T. Binns Middle School.

Approximately 540 teachers and 465 administrative and support personnel serve over 7,000 students. Included among those administrative and support personnel are para-professionals, media specialists, and guidance counselors. Slightly less than one-fourth (23.4 percent) of the students are eligible for free or reduced price meals. All CCPS schools are accredited.

1.2 *Methodology*

This section describes the methodology employed to prepare for and conduct the CCPS School Division Efficiency Review. MGT has performed many efficiency reviews of school divisions across the country (including several in Virginia), probably more than any other firm. Our extensive experience has taught us that, in order to be successful, an efficiency review must:

- be based upon a very detailed work plan and time schedule;

- take into account the specific student population involved and the unique environment within which the school division operates;

- obtain input from board members, administrators, and staff;

- identify the existence, appropriateness, and use of specific educational objectives;

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

PHASE I - PROJECT INITIATION

Task 1.0 **Initiate Project**	**Task 2.0** **Develop Preliminary Profile of Culpeper County** **Public Schools**

PHASE II - STAKEHOLDER INVOLVEMENT AND DIAGNOSTIC REVIEW

Task 3.0 **Solicit Public Input in the** **Efficiency Review**	**Task 4.0** **Conduct Surveys** **of Central Office Administrators,** **School Principals, and Teachers**	**Task 5.0** **Conduct Diagnostic Review** **of School Division Management** **and Administrative** **Functions, Organizational** **Structures, and Operations**	**Task 6.0** **Tailor MGT and Virginia** **Study Guidelines for** **Culpeper County Public** **Schools**

PHASE III - IN-DEPTH EFFICIENCY REVIEW
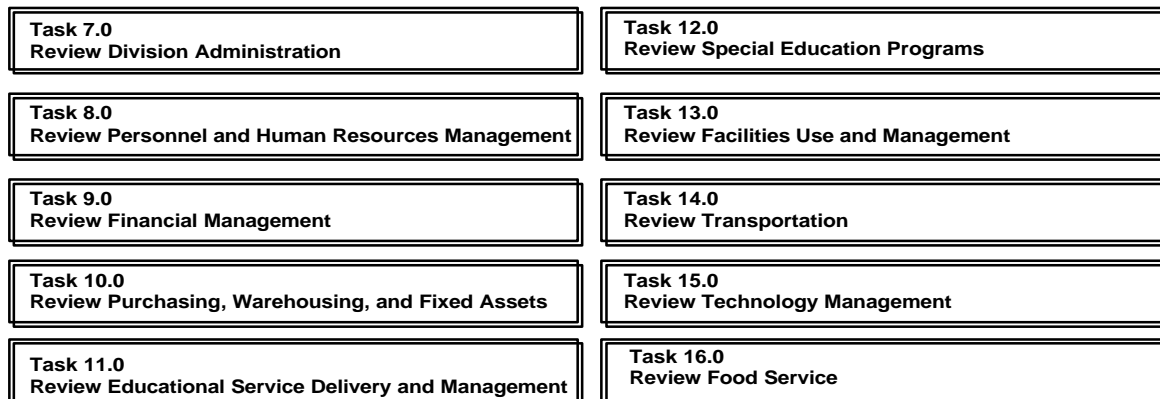
Task 7.0 **Review Division Administration**	**Task 12.0** **Review Special Education Programs**	*PHASE V -* *PROJECT REPORTING*
Task 8.0 **Review Personnel and Human Resources Management**	**Task 13.0** **Review Facilities Use and Management**	**Task 18.0** **Prepare Draft and Final Reports**
Task 9.0 **Review Financial Management**	**Task 14.0** **Review Transportation**	
Task 10.0 **Review Purchasing, Warehousing, and Fixed Assets**	**Task 15.0** **Review Technology Management**	*PHASE IV -* *COMPARISONS TO OTHER* *SCHOOL DIVISIONS*
Task 11.0 **Review Educational Service Delivery and Management**	**Task 16.0** **Review Food Service**	**Task 17.0** **Conduct Benchmark Analysis** **with Comparison School** **Divisions**
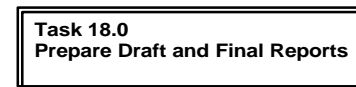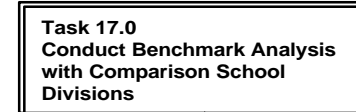
EXHIBIT 1-2
TIMELINE FOR THE EFFICIENCY REVIEW OF
CULPEPER COUNTY PUBLIC SCHOOLS

TIME FRAME	ACTIVITY
September 2005	■ Finalized contract with the Commonwealth of Virginia.
January 2006	■ Made initial contact with Culpeper County Public Schools officials by telephone. ■ Designed tailor-made surveys for central office administrators, principals, and teachers. ■ Collected and analyzed existing and comparative data available from the school division. ■ Produced profile tables of Culpeper County Public Schools.
January 23, 2006	■ Disseminated surveys to administrators and teachers.
Week of January 23, 2006	Visited Culpeper County Public Schools. ■ Conducted diagnostic review. ■ Collected data. ■ Interviewed school board members and other key stakeholders. ■ Interviewed central office administrators. ■ Interviewed principals.
Weeks of February 6 & 13, 2006	Analyzed data and information that were collected.
Week of February 20	Tailored review guidelines and trained MGT team members using findings from the above analyses.
Week of February 27 – March 3, 2006	Conducted formal on-site review, including school visits.
March & April 2006	Requested additional data from the school division and analyzed data.
April 2006	Prepared Draft Final Report.
May 2006	Submitted Draft Final Report.
May 2006	Made changes to Draft Final Report.
June 2006	Submitted Final Report.

- contain comparisons to other, similar school divisions to provide a reference point;

- follow a common set of guidelines tailored specifically to the division being reviewed;

- include analyses of the efficiency of work practices;

- identify the level and effectiveness of externally imposed work tasks and procedures;

- identify exemplary programs and practices as well as needed improvements;

- document all findings; and

- present bold, yet 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 the beginning of our on-site review, we simultaneously conducted many activities. Among those 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 Culpeper County Public Schools.

More than 100 documents were requested from CCPS. The materials MGT requested included, but were not limited, to the following:

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

Data from each of these sources were analyzed, and the information was used as a starting point for collecting additional data during our in-depth visit to the school division.

Diagnostic Review

A diagnostic review of Culpeper County Public Schools was conducted during the week of January 23, 2006. MGT's Project Director interviewed school board members, central office administrators, and principals concerning the management and operations of the school system.

Employee Surveys

To secure the involvement of central office administrators, principals, and teachers in the focus and scope of the efficiency review, three online surveys were prepared and disseminated in late January 2006. Through the use of anonymous surveys, administrators and teachers were given the opportunity to express their views about the management and operations of Culpeper 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, and teachers vary.

CCPS staff was given from January 23, 2006, through February 6, 2006, to respond. The response rates for the surveys were good, with 100 percent of administrators, 70.8 percent of principals and assistant principals, and 47.8 percent of teachers responding. MGT compared the CCPS survey responses to those in more than 30 school divisions where we have conducted similar surveys. The survey results are contained 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 six consultants conducted the formal on-site review of Culpeper County Public Schools during the week of February 27. As part of the on-site review, MGT examined the following CCPS systems and operations:

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

Prior to the on-site review, each team member was provided with an extensive set of information about CCPS operations. During the on-site work, team members conducted detailed reviews of the structure and operations of Culpeper County Public Schools in their assigned functional areas. All schools in the division were visited at least once with half of them being visited two or more times.

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

we tailored our guidelines to reflect local policies and administrative procedures; the unique conditions of Culpeper County Public Schools; and the input of administrators and teachers in the school division. Our on-site review included meetings with all central office and school-level administrative staff, all school board members, the County Manager, and three members of the Board of Supervisors. MGT consultants also conducted focus groups with teachers, nurses, cafeteria managers, and maintenance workers.

Following the on-site review, the consultant team used the information obtained through the various data collection processes to produce the final report. During that period, CCPS staff was very responsive to follow-up questions posed by the consultants as they worked to finalize the report.

1.3 *Comparisons to Peer 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 one school division to others with similar characteristics. MGT has found that such comparisons yield valuable insights and often form a basis for determining efficient and effective practices for a school division interested in making improvements. For these comparisons to be meaningful, however, the 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 assess comparative operating performance and identify best practices.

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

The Virginia Department of Education has developed a cluster code to identify similar school divisions for comparison purposes. Cluster identifiers were created by using data including, but not limited to, the cost per student for each major area, major drivers of costs, and ranking of costs. Culpeper County Public Schools is included in Cluster 4, which includes a total of 45 divisions. Because the divisions in Cluster 4 that were similar in size to CCPS were all in the southern part of the state, the Culpeper superintendent was not comfortable using those divisions as peers since they typically had little growth and the cost of living was much lower. To obtain a balance in terms of student population, growth and cost of living, two peer divisions were chosen from Cluster 4:

Gloucester and Prince George; another, Shenandoah County was selected because it is in the northern part of the state and has roughly the same number of students; and two others were taken from the northern part of Virginia that were similar in terms of growth and cost of living, but considerably larger in student population. Those two divisions were Fauquier and Rockingham.

The following comparison information was provided by the Virginia Department of Education. It should be noted that in some cases the most recent data available were from FY 2003–04. Thus, it can be misleading to compare data from that year to the current (2005–06) school year, and that is particularly true in the case of a division that is growing as rapidly as CCPS. Nevertheless, if the reader keeps this in mind, it is helpful to see how the divisions compare in various areas.

Exhibit 1-3 illustrates how the peer divisions compare to Culpeper County Public Schools in terms of enrollment, student population per 1,000 general county population, percent of students that are economically disadvantaged, and number of schools. As is evident from the exhibit:

- CCPS was in the middle of the group in terms of total student population.

- Only one division (Fauquier County) had more students per 1,000 of the general county population.

- Two divisions (Rockingham and Shenandoah Counties) had a higher percentage of economically disadvantaged students.

- Including Culpeper, the four smaller divisions in terms of student population have about the same number of schools, whereas the two divisions that are larger have about twice the number of schools.

EXHIBIT 1-3
OVERVIEW OF PEER 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
Culpeper County	**4**	**6,489**	**189**	**23.4**	**8**
Gloucester County	4	6,149	177	11.7	9
Prince George County	4	6,236	189	19.9	8
Shenandoah County	2	5,954	170	26.3	9
Fauquier County	5	10,742	195	14.7	17
Rockingham County	5	11,249	166	29.1	20
Division Average	**N/A**	**7,803**	**181**	**20.9**	**12**

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 peer school divisions in 2003-04. As shown in the exhibit:

■ CCPS had the highest ratio (88.29) of teachers per 1,000 students, a percentage that was considerably above the state average of 81.45.

■ In grades K through 7, CCPS had a ratio of 12.2 students per classroom teaching position, which was lower than the peer average of 12.9 students per teaching position and the state average of 13.1.

■ In grades 8 through 12, CCPS had a ratio of 10.1 students per classroom teaching position, which was also lower than the peer average of 11.6 students per teaching position and the state average of 11.2.

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
Culpeper County	**88.29**	**12.2**	**10.1**
Gloucester County	81.35	12.8	11.6
Prince George County	73.99	13.9	12.9
Shenandoah County	80.56	11.1	15.4
Fauquier County	83.48	13.8	9.9
Rockingham County	85.59	13.5	9.6
Division Average	**82.21**	**12.9**	**11.6**
STATE AVERAGE	**81.45**	**13.1**	**11.2**

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, and local funding sources. As shown in the exhibit:

■ CCPS, at 47.32 percent, received a higher percentage of its funds from local sources than the peer average of 41.78.

■ CCPS received a slightly smaller percentage of its funds, 35.40 percent, from state sources, than the peer division average of 37.20 percent; and

■ CCPS also received a slightly smaller percentage (5.72 percent) of its funds from federal sources than the peer division average of 6.48 percent.

Exhibit 1-5 also includes the current composite index which determines the level of funding to be provided by the state and the county, and which is defined as follows:

> *Composite Index - Article VIII, § 2 of the Constitution of Virginia authorizes the General Assembly to determine the cost of education as prescribed by the Standards of Quality and to apportion those costs between the state and local governments. Local governments are required to pay their respective shares of this prescribed cost from local taxes and other sources of local revenue. The composite index of local ability-to-pay is the measure used to determine the state and local shares of education costs, and it is based on local sources of revenue.*
>
> *The composite index is expressed as a ratio, indicating the local percentage share of the cost of education programs. For example, if a given locality has a composite index of 0.5000, then it would pay 50 percent of the costs and the state would pay 50 percent of the costs for the applicable program. If a locality's index is 0.3000, then it must pay 30 percent of the cost of education and the state will pay 70 percent.*

Source: Virginia Department of Education Web site, 2006.

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

SCHOOL DIVISION	COMPOSITE INDEX	SALES AND USE TAX	STATE FUNDS	FEDERAL FUNDS	LOCAL FUNDS	OTHER FUNDS	LOANS, BONDS, ETC.
Culpeper County	**0.4062**	**8.38%**	**35.40%**	**5.72%**	**47.32%**	**3.18%**	**0.00%**
Gloucester County	0.3323	7.84%	36.72%	5.68%	33.81%	2.30%	13.64%
Prince George County	0.2304	8.75%	48.84%	10.42%	28.08%	3.78%	0.13%
Shenandoah County	0.3419	9.54%	42.22%	6.29%	37.69%	4.28%	0.00%
Fauquier County	0.6443	7.77%	21.59%	3.87%	63.45%	3.32%	0.00%
Rockingham County	0.3299	9.88%	38.44%	6.90%	40.31%	3.59%	0.88%
Division Average	**0.3808**	**8.69%**	**37.20%**	**6.48%**	**41.78%**	**3.41%**	**2.44%**

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 the chart shows:

- On regular operating-related items, CCPS spent $5,723 per student, which exceeds the peer division average of $5,600; and

- On administration-related items, CCPS spent $210 per student, which is also considerably above the peer division average of $155.

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

SCHOOL DIVISION	INSTRUCTION PER PUPIL[1]	ADMINISTRATION PER PUPIL[2]
Culpeper County	**$5,723.44**	**$210.32**
Gloucester County	$5,326.30	$184.81
Prince George County	$4,811.17	$204.90
Shenandoah County	$5,378.09	$102.76
Fauquier County	$6,463.39	$113.89
Rockingham County	$5,902.60	$115.98
District Average	**$5,600.83**	**$155.44**

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 1-7 presents staffing ratios of instructional personnel to students during the 2003-04 school year. As reflected in the chart:

- Two of the peer divisions had higher average daily membership than CCPS.

- CCPS was in the middle of the pack in terms of the number of principals/assistant principals (3.25) per 1,000 students.

- CCPS had the highest number of teachers (85.32) per 1,000 students.

- Only one division has more teacher aides per 1,000 students.

- CCPS had a much lower number (2.76) of guidance counselors/ librarians per 1,000 students and is considerably below the division average of 4.34.

**EXHIBIT 1-7
STAFF PER 1,000 STUDENTS
PEER SCHOOL DIVISIONS
2003-04 SCHOOL YEAR***

SCHOOL DIVISION	STUDENTS AVERAGE DAILY MEMBERSHIP	PRINCIPALS/ASSISTANT PRINCIPALS PER 1,000 STUDENTS	TEACHERS PER 1,000 STUDENTS	TECHNOLOGY INSTRUCTORS PER 1,000 STUDENTS	TEACHER AIDES PER 1,000 STUDENTS	GUIDANCE COUNSELORS/ LIBRARIANS PER 1,000 STUDENTS
Culpeper County	**6,153**	**3.25**	**85.32**	**0.00**	**17.55**	**2.76**
Gloucester County	6,109	3.11	75.31	0.38	14.82	4.94
Prince George County	5,992	3.17	68.64	1.17	9.51	4.42
Shenandoah County	5,721	3.67	76.50	0.00	18.96	4.54
Fauquier County	10,281	3.70	79.34	0.55	15.91	4.36
Rockingham County	10,768	3.99	80.66	0.65	12.93	5.01
Division Average	**7,504**	**3.48**	**77.63**	**0.46**	**14.95**	**4.34**

Source: Virginia Department of Education Web site, 2006.
*Ratios based on ADM.

Exhibit 1-8 provides information on the number of instructional personnel in each of the divisions. As seen in the chart, CCPS had 35.0 technical and clerical positions which is right in line with the three divisions that are near it in size, but not surprisingly, much lower than the two larger comparison divisions.

EXHIBIT 1-8
INSTRUCTIONAL PERSONNEL
PEER SCHOOL DIVISIONS
2003-04 SCHOOL YEAR

SCHOOL DIVISION	INSTRUCTION			
	ADMINISTRATIVE	TECHNICAL AND CLERICAL	INSTRUCTIONAL SUPPORT	OTHER PROFESSIONAL
Culpeper County	**8.0**	**35.0**	**3.0**	**5.0**
Gloucester County	9.0	38.3	7.3	3.0
Prince George County	4.0	42.0	7.6	0.0
Shenandoah County	9.0	34.5	0.0	3.0
Fauquier County	21.0	111.1	1.7	2.1
Rockingham County	10.0	90.2	0.0	5.5
Division Average	**10.2**	**58.5**	**3.3**	**3.1**

Source: Virginia Department of Education Web site, 2006.

Exhibit 1-9 provides information relating to the number of administrative, attendance, and health personnel in each division during school year 2003-04. As evidenced in the chart:

- CCPS had 10.0 administrative staff, compared to the peer average of 9.6.

- CCPS had 10.0 technical and clerical staff, compared to the peer average of 10.4.

- CCPS had 14.0 other professional positions, compared to the peer average of 19.6.

**EXHIBIT 1-9
ADMINISTRATION, ATTENDANCE
AND HEALTH PERSONNEL
PEER SCHOOL DIVISIONS
2003-04 SCHOOL YEAR**

SCHOOL DIVISION	ADMINISTRATION, ATTENDANCE AND HEALTH		
	ADMINISTRATIVE	TECHNICAL AND CLERICAL	OTHER PROFESSIONAL
Culpeper County	**10.0**	**10.0**	**14.0**
Gloucester County	12.0	12.9	13.0
Prince George County	9.0	10.0	17.7
Shenandoah County	8.0	2.0	18.0
Fauquier County	8.8	20.6	31.8
Rockingham County	10.0	7.0	23.0
Division Average	**9.6**	**10.4**	**19.6**

Source: Virginia Department of Education Web site, 2006.

Exhibit 1-10 displays the number of technology personnel for each of the divisions. As the chart shows, CCPS had 1.0 administrative position, 8.0 technical and clerical positions, and 0.0 instructional support personnel during the 2003-04 school year.

**EXHIBIT 1-10
TECHNOLOGY PERSONNEL
PEER SCHOOL DIVISIONS
2003-04 SCHOOL YEAR**

SCHOOL DIVISION	TECHNOLOGY		
	ADMINISTRATIVE	TECHNICAL AND CLERICAL	INSTRUCTIONAL SUPPORT
Culpeper County	**1.0**	**8.0**	**0.0**
Gloucester County	1.0	6.3	0.3
Prince George County	1.0	3.0	0.0
Shenandoah County	1.0	5.0	0.0
Fauquier County	1.3	8.0	0.0
Rockingham County	2.0	23.0	2.0
Division Average	**1.2**	**8.9**	**0.4**

Source: Virginia Department of Education Web site, 2006.

Exhibit 1-11 provides comparison information on transportation. As can be seen in the chart, in 2003-04 CCPS had 2.0 administrative positions, 1.0 technical and clerical position, 0.0 professional positions, and 100.0 trades, operatives, and service positions.

EXHIBIT 1-11
TRANSPORTATION PERSONNEL
PEER SCHOOL DIVISIONS
2003-04 SCHOOL YEAR

SCHOOL DIVISION	TRANSPORTATION			
	ADMINISTRATIVE	TECHNICAL AND CLERICAL	OTHER PROFESSIONAL	TRADES, OPERATIVES AND SERVICE
Culpeper County	**2.0**	**1.0**	**0.0**	**100.0**
Gloucester County	1.0	4.0	0.0	93.6
Prince George County	1.0	14.0	0.0	86.0
Shenandoah County	1.0	1.0	0.0	90.5
Fauquier County	1.0	16.5	0.0	231.5
Rockingham County	1.5	4.0	0.0	195.5
Division Average	**1.3**	**6.8**	**0.0**	**132.9**

Source: Virginia Department of Education Web site, 2006.

Exhibit 1-12 presents information related to the number of operations and maintenance personnel in the peer divisions. As evidenced by the chart, CCPS had 1.0 administrative, 1.0 technical and clerical, 0.0 professional, and 64.0 trades, labor, and service positions.

EXHIBIT 1-12
OPERATIONS AND MAINTENANCE PERSONNEL
PEER SCHOOL DIVISIONS
2003-04 SCHOOL YEAR

SCHOOL DIVISION	OPERATIONS AND MAINTENANCE			
	ADMINISTRATIVE	TECHNICAL AND CLERICAL	OTHER PROFESSIONAL	TRADES, LABOR AND SERVICE
Culpeper County	**1.0**	**1.0**	**0.0**	**64.0**
Gloucester County	1.0	1.8	0.0	69.0
Prince George County	0.0	0.0	0.0	65.0
Shenandoah County	1.0	0.0	0.0	48.0
Fauquier County	1.0	2.5	1.6	96.2
Rockingham County	2.0	2.5	0.5	92.3
Division Average	**1.0**	**1.3**	**0.4**	**72.4**

Source: Virginia Department of Education Web site, 2006.

Exhibit 1-13 presents information on food service disbursements during the 2003-04 school year. The chart shows that the per pupil cost was higher than the three divisions that are close in size to CCPS but lower than the two larger divisions.

EXHIBIT 1-13
FOOD SERVICE DISBURSEMENTS
PEER SCHOOL DIVISIONS
2003-04 SCHOOL YEAR

SCHOOL DIVISION	FOOD SERVICES	PER PUPIL COST
Culpeper County	**$1,938,146.60**	**$314.48**
Gloucester County	$1,724,925.41	$281.70
Prince George County	$1,732,351.97	$288.47
Shenandoah County	$1,392,764.18	$240.95
Fauquier County	$3,361,676.09	$326.02
Rockingham County	$3,555,726.37	$327.66
Division Average	$2,284,265.10	$296.55

Source: Virginia Department of Education, Web site, 2005.

1.4   *Overview of Final Report*

MGT's final report is organized into 11 chapters. Chapters 2 through 10 present the results of the School Division Efficiency Review of Culpeper County Public Schools. Findings, commendations, and recommendations are presented for each operational area of the school division that we reviewed. 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 Culpeper County Public Schools;

■   descriptions of our findings;

■   MGT's commendations and/or recommendations for each finding;

■   whenever appropriate, an exemplary practice used by another school division is sited; and

■   a five-year fiscal impact for recommended costs or cost savings, which are stated in 2005-06 dollars.

We conclude this report with a summary of the fiscal impact of our study recommendations in Chapter 11.

2.0 DIVISION ADMINISTRATION

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

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

CHAPTER SUMMARY

Culpeper County Public Schools is managed by a superintendent who assumed the position in 2001. The recommendations in this chapter essentially focus on issues relating to the division's relationship with the county board of supervisors, shared services, and organizational alignment. Notable findings include:

- The Culpeper County School Board meets all minimum commonwealth school administrative staffing criteria set forth in the revised Standards of Quality.

- The superintendent, administration, and staff develop a comprehensive meeting agenda information packet that is provided to members of the school board.

- CCPS has posted its user-friendly policy manual and related forms and procedures on its Web site.

- The CCPS School Board and administration keep the division's legal fees in check.

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 four regular school board committees including Community and Governmental Relations, Strategic Planning, Facilities, and Budget.

- Appoint a community-based task force to collaborate with the Culpeper County Board of Supervisors and CCPS School Board on a memorandum of agreement for shared services and to coordinate its implementation.

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

- Reorganize CCPS central office administration by realigning functions, assigning the human resources department to the executive director of administrative services, and consolidating student service functions under a director of student services who will also report to the executive director of administrative services.

- Implement three recommended strategies to improve communications within CCPS and monitor organizational health.

2.1   Introduction and Legal Foundation

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

- significant tension between the school board and board of supervisors;

- issues related to the board of supervisors' consolidation proposals;

- the long-term cost of education; and

- the rapid growth of Culpeper County – reportedly the 18th fastest growing county in the nation.

In interviews with MGT, the superintendent emphasized the challenges created when an organization is fiscally dependent upon an external source, is experiencing a significant increase in student enrollment, and must keep up with demands for technology support systems. Meanwhile, the board of supervisors and its representatives voiced concerns over the increasing costs of education, the financial impact of growth in the county, and the lack of certainty as to whether government services are organized in the most cost-effective manner.

CCPS is fiscally dependent upon the Culpeper 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 between the governing bodies while developing and funding programs and initiatives to improve student performance including maintaining full accreditation of all schools, establishing divisionwide accreditation, and meeting the requirements of the No Child Left Behind (NCLB) legislation.

2.2   *School Board Governance*

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

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

- one member began service in January 2006 and one in July 2005;

- one member, the vice-chair, has 11 years of experience on the school board while another has six, two have four years, and one has two; and

- the most recent member is an experienced businessman.

EXHIBIT 2-1
CCPS SCHOOL BOARD
FEBRUARY 2006

NAME	TITLE	DISTRICT	TERM EXPIRES	YEARS OF SERVICE AS OF END OF JANUARY 2006	OCCUPATION
Robert F. Beard		East Fairfax	12/31/07	2	Attorney
George T. Dasher		Stevensburg	12/31/09	1 month	Business Executive
Elizabeth S. Hutchins	Chair	Cedar Mountain	12/31/09	4	Retired Teacher
Leanne S. Jenkins		Jefferson	12/31/09	4	Mortgage Broker
Robert L. Jenkins, III		Catalpa	12/31/07	6	Teacher/Coach
Jennifer H. McCauley		Salem	12/31/07	2	Housewife
Claudia L. Vento	Vice-Chair	West Fairfax	12/31/07	11	Health Department Coordinator

Source: CCPS Superintendent's Office and the Deputy Clerk of the Board, February 2006.

Regular school board meetings are held on the second Monday of each month at the Alternative Center facility in an appropriate meeting room that easily accommodates the public. Regular meeting locations, dates, and times are posted on the CCPS Web site and advertised as required by law. Regular open meetings are held at 6:00 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. The fourth Monday of the month at 6:00 p.m. is reserved for student disciplinary hearings, which are closed. Other closed meetings may include:

- discussion of individual personnel;

- negotiations of material terms for purchase of property or a specific contract for employment;

■ attorney-client privilege as relates to litigation preparation and execution; and

■ other matters as permitted under Commonwealth of Virginia law.

Minutes of all regular meetings are recorded by the school board deputy clerk, transcribed, and approved by the school board at the next regular meeting. Approved minutes are then published on the Web site. Minutes are not maintained for closed meetings; rather, the school board deputy clerk prepares a record of motions and related votes. Minutes and supplementary data are stored in a non-fire-rated room. Since March 2005, agendas, minutes, and other data have been stored electronically, but without back-up protection.

FINDING

The meeting agenda is comprehensive and provides for public, administrative, and school board member input. Approximately two weeks prior to the school board meeting the school board deputy clerk begins developing the agenda in collaboration with division staff. The clerk compiles all information and provides a tentative agenda to the superintendent and the school board chair for review, revision, and final approval. When the agenda is approved and all information organized into a packet, the school board deputy clerk notifies board members that their packets are ready. If, for some reason, packets are late being completed, then the agenda and packets are hand delivered to each member.

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

■ Call to Order
■ Roll Call
■ Closed Session (if required)
■ Adoption of the Agenda
■ Consent Agenda
■ Recognitions
■ Action Items
■ Reports
■ Information Items
■ Requested Future Meeting agenda Items
■ Adjourn

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

Two to three weeks prior to the Monday meeting, the agenda is posted on the CCPS Web site for public viewing and availability to the media and other concerned parties and updated as needed.

COMMENDATION

The school board, superintendent, administration, and staff of Culpeper County Public Schools are commended for developing a comprehensive meeting agenda information packet that is provided to members of the school board.

FINDING

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

COMMENDATION

The school board and administration of Culpeper County Public Schools are commended for placing the meeting agenda and approved minutes on the CCPS Web site, thus making important information readily available to the public.

FINDING

Board policy BHB, School Board Members In-Service Activities, reflects the requirements of the Code of the Commonwealth of Virginia and supports active member involvement in training activities; however, records of attendance do not reflect full board involvement in training activities.

Some board members and the superintendent are involved in training and conferences offered by the Virginia School Board Association (VSBA), as well as other activities. Records of the 2005-06 school year show that all except two members have been involved in related activity during this period. The newest member has been involved in the VSBA orientation for board members.

RECOMMENDATION

Recommendation 2-1:

Develop and implement a full school board member development program.

Implementation of this recommendation should result in the development of a comprehensive local school board member development program that should cover the following topics at a minimum:

- the role of the school board member as reflected in Commonwealth of Virginia law and best practices. The National School Boards Association (NSBA) and VSBA can provide valuable information for this portion of the training;

■ development of strategies 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 timelines; and

■ other local items that are deemed important to include.

The program should be implemented during a scheduled series of meetings, allowing the participants to assimilate information in an orderly and systematic fashion rather than being overloaded with information at any one session.

A board development program can be developed in conjunction with the VSBA. An additional resource for board development can be secured from NSBA.

FISCAL IMPACT

The cost of implementing 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 records review and interviews with division personnel during the on-site visit revealed that the school board has numerous committee responsibilities. Exhibit 2-2, School Board Committee Assignments, shows that:

■ all school board members have at least two committee assignments;

■ the number of meetings required for school board members (if they are present each time their assigned committee convenes) ranges from a minimum of eight meetings to a maximum of 34 or more per year;

■ there are a total of four regular school board committees, six joint committees, and five committees with which members liaise for information purposes;

- three committees deal with facility-related issues or plan implementation; and

- none of the regular school board committees are directly involved in strategic planning or budget development.

EXHIBIT 2-2
CCPS SCHOOL BOARD
COMMITTEES AND COMMITTEE ASSIGNMENTS
2005-06

COMMITTEES	MEMBERS	PURPOSE (If not self explanatory) & FREQUENCY
Board Evaluation and Superintendent Evaluation	Robert Beard Robert Jenkins	As needed and at least quarterly.
Building Construction	George Dasher	As needed, generally every five to six weeks.
Building Maintenance	George Dasher	As needed, generally every five to six weeks
Policy and By-Laws Review	Leanne Jenkins Robert Beard	Monthly during the review process.
* Career Partners Board of Trustees	Claudia Vento 2005-08	Monthly meeting designed to enable all students to make informed career choices.
* Interaction Committee	Leanne Jenkins Jennifer McCauley	Quarterly meeting to facilitate communication between the school board and the board of supervisors.
* Oversight Committee	Elizabeth Hutchins Claudia Vento	Monthly to establish and make recommendations to the school board on construction and renovation of facilities as Phase One of the Demographic and Facilities Study for CCPS.
* Governor's School Governing Board	Elizabeth Hutchins 2005-07	Monthly to provide a governance function as required by the *Code of Virginia*.
* PREP Board	Leanne Jenkins	At least two times per year with activity related to special education planning.

**EXHIBIT 2-2 (Continued)
CCPS SCHOOL BOARD
COMMITTEES AND COMMITTEE ASSIGNMENTS
2005-06**

COMMITTEES	MEMBERS	PURPOSE (If not self explanatory) & FREQUENCY
* Compulsory Attendance Committee	Elizabeth Hutchins Jennifer McCauley	Quarterly under the direction of the state Department of Human Services to examine student truancy, enforcement and management, case management, and prevention.
+ Career and Technical Education	Elizabeth Hutchins Claudia Vento	Five times per year.
+ Gifted Committee	Robert Jenkins	Three times per year.
+ Health Advisory & Safe and Drug-Free Schools	Claudia Vento	Five times per year.
+ School Safety Audit Committee	Robert Jenkins	As needed.
+ Special Education Advisory Board	Leanne Jenkins	Monthly.

Source: CCPS Office of the School Board, 2006.
* Joint committees having specific requirements of time and/or number of appointees.
+ Staff Committees with board members as non-voting liaisons.

When combined with monthly regular school board meetings and other special meetings, these committee obligations mean that board members are expected to be in 30 to 64 or more meetings a year.

RECOMMENDATION

Recommendation 2-2:

Reorganize committees and committee assignments.

The implementation of this recommendation should result in the establishment of four regular committees and one ad hoc or evaluation committee, each represented by two school board members. The four regular committees should have a specific staff member assigned liaison responsibilities. The regular committees should include the Community and Governmental Relations, Strategic Planning, Facilities, and Budget Committee. The board representatives on the Community and Governmental Relations Committee should also serve on the County Interaction Committee. This would reinforce a positive communications link with the Culpeper County Board of Supervisors and ultimately provide a means to ensure that they have adequate information to support approval of important annual budget initiatives that may require additional fiscal

commitments, deal with joint or shared services proposals, and address other issues of importance. Recommendation 2-3 relates to intergovernmental relations, and this committee's work should be integral to the implementation of that recommendation.

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

- committee membership, composition, numbers, and length of terms;
- responsibilities for school board members;
- guidelines for any community members who may be involved;
- relationship with the board of supervisors;
- scope of responsibilities; and
- administrative support.

Exhibit 2-3, Proposed Culpeper Public School Board Committee Structure, provides the suggested number of school board members for committee membership and the CCPS administrative position to serve as liaison. As shown, it is recommended that each committee have two assigned school board members. This structure would ensure opportunities for each school board member to serve.

EXHIBIT 2-3
PROPOSED CULPEPER COUNTY PUBLIC SCHOOLS
SCHOOL BOARD REGULAR COMMITTEE STRUCTURE

RECOMMENDED REGULAR BOARD COMMITTEES	MEMBERSHIP	STAFF LIAISON POSITION *
	NUMBER OF BOARD MEMBERS	
Budget	2	Executive Director of Business and Finance
Facilities	2	Executive Director of Administrative Services
Strategic Planning and Policy	2	Superintendent and School Board Deputy Clerk
Community and Governmental Relations	2	Superintendent

*It is to be understood that the superintendent can be involved at any time.
Source: Created by MGT of America, April 2006.

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.

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

- experienced, open-minded, and interested in topics that come before the specific committee;

- available to attend at least three-quarters of the scheduled meetings;

- willing to provide input and offer recommendations to the committee for the full school board review and decision; 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 as well as develop executive summaries of meetings and provide for their distribution to committee members and other school board members and impacted parties promptly following meetings;

- work with committee chair(s) to form the committee agenda; and

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

A brief description of each proposed committee is provided below:

- The Budget Committee gives the school board important input into budgeting and assists in providing full credibility in the development processes and final document. The Budget Committee may find it advantageous to invite representation from the board of supervisors and Culpeper County management so that they all may understand the unique needs of the school division.

- The Facilities Committee should be an outgrowth of the School Oversight Committee (SOC) that has contributed to bringing about the planning and development for a new high school and should eliminate the need for the current Building Construction and Building Maintenance committees. Oversight Committee activity could become a sub-function of this regular committee.

- The establishment of a Strategic Planning and Policy Committee should allow for systematic Board input to the development all long- and short-term plans that support updating division goals and maintaining the policy manual. Division student growth, changes in technology needs, and frequent modifications in laws and rules such as No Child Left Behind, the Individual with Disabilities Education Act (IDEA), and the *Code of Virginia* require that the strategic documents be constantly reviewed and that the policy manual be updated on a regular basis.

- The Community and Governmental Relations Committee should oversee the development and implementation of proposed strategies to improve relationships with other agencies and, initially, the board of supervisors. The school board representatives on the Community and Governmental Relations Committee should also serve on the County Interaction Committee. Recommendation 2-3 in this chapter relates to intergovernmental relations, and this committee's work should be integral to the implementation of that recommendation.

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.

The Board Evaluation and Superintendent Evaluation Committee should remain as currently structured since it only functions annually.

FISCAL IMPACT

This recommendation can be implemented with existing personnel. Training of all committee members and assigned liaison staff should be provided by outside professionals. A facilitative leadership model should be used. The initial cost is estimated at approximately $2,500 to train one CCPS staff member as a trainer and approximately $100 (cost of materials) for training each committee participant. The first year cost is estimated at $2,500 for trainers and $1,200 for member materials (assuming approximately 12 members and staff times $100) for a total first year expense of $3,700. Assuming that an average of one new school board and one staff member must be trained each year, a recurring cost of approximately $200 annually is projected.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Conduct Committee Member Training	($3,700)	($200)	($200)	($200)	($200)

FINDING

The CCPS and Culpeper County Board of Supervisors do not have an adopted policy or letter/memorandum or joint resolution of agreement governing shared services. As a

result, when the issue of shared or consolidated services is brought up there are no mutually agreed upon guiding principles to ensure effective results.

The county board of supervisors adopted a resolution titled *Resolution to Consolidate Financial and Accounting Functions of the County, the Culpeper County School System, and the Department of Human Services* that called for a consolidation of services and related activity by the county manager. This resolution was interpreted by some school board members and division administration as a move on the part of the board of supervisors to take over the school division since several services have already been consolidated. However, county representatives state that it really was an action designed to move toward more effective, cost-efficient consolidation or sharing of services.

A reading of the board of supervisors' resolution, however, does not provide insight into how the school board or CCPS administration is to be involved in determining how best to organize the various operations to ensure that education services to personnel and students are maintained in accord with the *Code of Virginia* and other requirements including the school board adopted planning documents and curriculum and instruction dictates.

In response, the school board adopted a resolution calling for joint activity to identify appropriate consolidated services and included a series of proposed steps. The superintendent has corresponded with the county on two occasions, January and March 2006, suggesting a regular schedule of meetings with the county's top management. As of the preparation of this report, no written response had been provided. However, MGT consultants have been led to believe that such meetings, guided by other issues, may actually occur.

Currently, the division and the county have placed fiscal services into an AS/400 computer system providing the capability of more readily understanding the budget and related financial activity for the first time. Nonetheless, there is no common, accepted agreement governing shared or consolidated services, and the degree of evident mistrust between the two governing bodies dictates that this would be an important step toward serious consideration of shared services. In similar situations of mistrust, occasionally the only solution rests with concerned citizens who have no purpose in mind other than government operations that unceremoniously serve the needs of the citizenry in an atmosphere of cooperation and collaboration.

RECOMMENDATION

Recommendation 2-3:

Appoint a community-based task force to collaborate with the Culpeper County Board of Supervisors and CCPS School Board on a memorandum of agreement for shared services and coordinate its implementation.

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

services with the task force. This task force should then play a major role in overseeing coordination of the resolution's implementation.

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

- a total of seven 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 CCPS;

- two appointed by the board of supervisors;

- two appointed by the school board;

- one member each of the board of supervisors and school board; and

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

- building and grounds maintenance;
- warehousing;
- 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;
- human resources; and
- possibly others.

Strides have been made in the area of business services. The complexities of human resource services within the contemporary school division lead one to believe that shared services in this area managed by the school division may well be a major second

step in an agreed upon venture. However, the ultimate determination of a recommended action should rest with the proposed community-based task force.

Such a memorandum of agreement should accomplish the following:

- grant 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;

- provide a protocol for the review of potential shared services including team member selection, community representation, requirements to identify all pros and cons (supporting factors and constraining factors), and process for resolving conflict;

- present a realistic plan of action with thoroughly developed procedures for implementation and management of shared services;

- provide 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;

- express understanding of the responsible coordinating agency and department within the assigned agency;

- include specific provisions for funding and other needed resources;

- state requirements for evaluation of those shared services that are developed, including timelines and benchmarks for assessment; and

- address other considerations as deemed necessary.

The county and the division have established a School Oversight Committee (SOC) for the purpose of facilities development. This SOC has been instrumental in bringing about agreement on the construction of a new high school and constitutes a major area of cooperative activity. Involving local business representatives along with county and division personnel has been suggested as one possible means of ensuring the successful development of needed agreements to guide shared services development.

FINDING

Important school board records of meetings and supporting materials (supplemental minutes) are prepared by the assistant deputy clerk to the board and placed in a regular storage room that is not fire rated, and no other back-up copy of important proceedings is maintained in any other medium and safeguarded from potential disasters (tornadoes, floods, etc.). Since March 2005, the assistant deputy clerk has been maintaining electronic copies of agendas and agenda information on a computer, but no back-up data is kept in secured storage.

Fires that cannot be brought under control within a reasonable period of time and/or severe weather could result in the loss of essential records. Best practices suggest that

duplicates of valuable records should be kept off premises in safe storage or maintained in fire-rated vaults or cabinets on premises.

RECOMMENDATION

Recommendation 2-4:

Provide fire-rated storage for valuable 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 will not be lost in the event of a severe catastrophe.

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

FISCAL IMPACT

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

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Purchase One Four-Drawer, Fire-Rated Lockable File Cabinet	($1,300)	$0	$0	$0	$0
Purchase One Small, Lockable Fire-Rated Safe-Box	($70)	$0	$0	$0	$0
TOTAL	**($1,370)**	**$0**	**$0**	**$0**	**$0**

2.3   Policies and Procedures

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

- establishing the school board's expectations and what may be expected from the board;

- keeping the school board and the administration out of trouble;

- establishing an essential division between policy making and administration roles;

- creating guidelines within which people operate;

- providing reasonable assurances of consistency and continuity in decisions;

- providing a legal basis for the allocation of funds, facilities, and other resources;

- facilitating and guiding the orientation of the school board members and employees; and

- acquainting the public with, and encouraging citizen involvement within, structured guidelines.

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

The *Code of Virginia* (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 has a copy of the CCPS policy manual, as does the public library. The policy manual has also been placed on-line.

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

Exhibit 2-5 presents the CCPS policy manual classifications (chapters), titles, and policy codes.

EXHIBIT 2-5
CULPEPER 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: CCPS School Board Policy Manual, February 2006.
* The Supreme Court of Virginia has stated that neither Virginia constitutional or statutory authority exists for school boards to enter into collective bargaining agreements with their employees.

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

Exhibit 2-6 shows the revision status of CCPS 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 items reviewed or adopted in 2001-02.

EXHIBIT 2-6
REVISION STATUS OF CCPS BOARD POLICIES
FEBRUARY 2006

CHAPTER	TITLE	NUMBER OF POLICIES EXAMINED	NUMBER OF POLICIES ADOPTED/UPDATED/RESTATED IN:			
			PRIOR to 2001	2001-04	2004-05	2005-06
A	Foundations and Basic Commitments	7		5	2	
B	School Board Governance and Operations	33		25	8	
C	General School Administration	14		12	2	
D	Fiscal Management	23		22	1	
E	Support Services	31		28	3	
F	Facilities Development	10		8	2	
G	Personnel	69		55	13	1
H	Negotiations *	0				
I	Instructional Program	62		43	18	1
J	Students	52		31	21	
K	School-Community Relations	27		22	4	1
L	Education Agency Relations	13		8	4	1
TOTALS		**341**		**259**	**78**	**4**

Source: CCPS Board Policy Manual, February 2006.
* The Supreme Court of Virginia has stated that neither Virginia constitutional or statutory authority exists for school boards to enter into collective bargaining agreements with their employees.

FINDING

The school board has a contract with the VSBA for a policy updating service designed to assist the division in maintaining a current manual in compliance with Commonwealth of Virginia law. The annual cost for this update service is $1,480. By comparison, outsource service fees range from a low of $4,000 to as high as $12,000 or more annually.

COMMENDATION

The school board and administration of Culpeper County Public Schools are commended for approving specific measures to ensure a cost-effective method for maintaining a current policy manual.

FINDING

Culpeper County Public Schools has placed the policy manual on its Web site along with readily accessible forms that are referenced in policy. For example, if a citizen wishes to rent a facility, the form is available online and can be completed and downloaded for submission for approval.

MGT's review of documents found that a total of at least 30 copies of the policy manual are available throughout the division and county consistent with policy BF, Board Policy Manual, which prescribes that hard copies 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-based document.

COMMENDATION

Culpeper County Public Schools is commended for posting its user-friendly policy manual and related forms and procedures on its Web site.

FINDING

School board policies are codified in an alphabetical system, as noted in Exhibit 2-5. The *Code of Virginia* 22.1-253.13:7 provides, as previously stated, a variety of policy provisions that the school board must address and include in its policy manual. Exhibit 2-7 shows samples of required state provisions that are addressed in the updated policy manual, along with the specific code.

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

EXHIBIT 2-7
SAMPLE COMMONWEALTH OF VIRGINIA REQUIRED POLICY TOPICS
AND RELATED CULPEPER 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: CCPS School Board Policy Manual, February 2006.

RECOMMENDATION

Recommendation 2-5:

Use asterisks to identify school board policies that are required by the *Code of Virginia* and other controlling regulations.

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

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

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 references 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 2-6:

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

Creating this document should provide CCPS 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 and division personnel. Some school systems have included such a provision in their policy manual 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, the Code of Virginia, 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 would 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 2-8 provides a partial listing of the types of documents often included in such a document. Upon the cyclical review of policies as required by the *Code of Virginia*, 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.

EXHIBIT 2-8
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
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
Technology Plan
Truancy Plan

Add Other Documents That Are Available

Source: Created by MGT of America, February 2006.

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

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 from outside firms or attorneys. In the latter situation,

some school divisions, particularly those in urban areas, can secure the services of a single, large, diversified firm, while others must depend on more than one firm. Fees for services vary greatly, depending on the locale and the specialization required.

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

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

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

FINDING

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

Exhibit 2-9 shows the expenses as reported to MGT for a three-year period, but not including the last six months of 2005-06.

**EXHIBIT 2-9
LEGAL EXPENSES
2003-2006**

VENDOR	2003-04	2004-05	2005-06*	TOTAL
Wharton, Aldhizer	$47,477	$699	$$0	$49,864
Hart	2,387	$0	$0	2,387
Timberlake, et al.	$0	41,378	12,471	42,077
Rose	$0	$0	4,096	4,096
Total	**$49,864**	**$42,077**	**$16,567**	**$108,508**

Source: CCPS Office of the Superintendent, February 2006.
* Through 1/6/06

Division enrollment grew from 6,139 in 2003-04 to 6,939 in 2005-06, an increase of 800 students or 13 percent. The 2003-04 average cost for legal services was $8.12 and for 2004-05, with enrollment at 6,399, costs declined to $6.58 per student. Assuming that 50 percent of the legal costs have been realized for 2005-06 as of the January 2006 accounting, we could reasonably expect cost for 2005-06 to be approximately $35,000

or total $5.04 per student. This steady pattern of declining legal expenses is unusual in the current climate of litigious activity.

COMMENDATION

The school board and administration of Culpeper County Public Schools' are commended for containing legal services expenses.

FINDING

The CCPS School Board does not have a written contract with attorneys providing routine legal services. Additionally, there is no record of the assessment of services, even though personnel and school board members report a high degree of satisfaction with the current providers. The school board minutes for June 24, 2004, show the superintendent's recommendation for 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 in CCPS (see Exhibit 2-9), it is common practice to establish a contract with those attorneys or firms providing services. Periodically, the services should be reviewed and formally assessed by the school board and administration.

RECOMMENDATION

Recommendation 2-7:

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

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

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

2.5   *Organization and Management*

Section 2.5 reviews the CCPS 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 CCPS are managed through a system that is organized into line and staff relationships that define official spans of authority and communication channels.

Culpeper County Public Schools has two primary layers within the central office. These minimum layers help ensure effective and efficient communication of information and decisions through the division and to the public; however, they create special challenges because of some broad spans of control. Maintaining a minimum number of layers requires the division to address issues related to span of control and to take actions to preclude the development of a large, bureaucratic-type central administration. The superintendent and his executive staff have been reorganizing the central office, and this review takes recent reorganization actions into consideration.

CCPS is a relatively traditional organization, as shown in Exhibits 2-10 and 2-11. Exhibit 2-10 illustrates the organization as it existed during the on-site review; Exhibit 2-11, the current assignment of functions within the central office. Exhibit 2-10 shows two primary layers of central office authority under the superintendent: the assistant superintendent for instruction and executive directors, and the directors and coordinators.

Exhibit 2-11 shows the current assignment of functions to each of the major departments. As indicated, the following assignment/alignment issues exist:

- facilities-related functions are split among two departments and the superintendent's office rather than being consolidated within one;

- purchasing is conducted among all of the departments;

- some human resources functions such as employment contracts, are shared with the superintendent's office;

- insurance and risk issues are shared among departments including student insurance in the superintendent's office, benefits in human resources, school safety in administrative services, and others in the business and finance department; and

- the student services functions, including nurses, psychologists, guidance, student hearings, and transfers, are split between the administrative services and curriculum and instruction departments.

FINDING

The superintendent has reorganized various departments of the central office since his appointment to focus on improving services to schools and other issues; however, the superintendent has a total of 14 direct reports including the executive secretary/deputy board clerk, two executive director positions, an assistant superintendent, the director of human resources, the public information officer, and eight principals.

The executive director of administrative services has a total of 13 direct reports and responsibility for eight 504 liaisons assigned to schools. The 13 reports include eight nurses, a discipline hearing officer, the director of technology and director of transportation positions, the construction projects manager, and a court liaison.

The human resources department is headed by a director position reporting directly to the superintendent, while in many school systems of this size, the position would report to an assistant superintendent or executive director.

The assistant superintendent for curriculum and instruction, with five primary administrative and four other direct reports, coordinates all activity with the exception of some student services functions that are assigned to administrative services (student hearings, school nurses, and student transfers).

The executive director of business and finance/board clerk has four direct reports including a payroll coordinator, the director of maintenance and director of food service positions, and a budget analyst.

As indicated above, Exhibit 2-10 shows the overall organization of CCPS as of February 2006, while Exhibit 2-11 shows the assignment of functions among the major departments of the division.

The current organizational 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.

EXHIBIT 2-10
CULPEPER COUNTY PUBLIC SCHOOLS
ORGANIZATIONAL CHART
FEBRUARY 2006

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                                  ┌─────────────┐
                                  │ School Board│
                                  └──────┬──────┘
                                         │              ┌──────────────────┐
                                         │              │ Executive Secty to│
                                         │              │ Supt/School Board │
                                  ┌──────┴──────┐       │   Deputy Clerk    │
                                  │Superintendent│──────└──────────────────┘
  ┌──────────────┐               │ of Schools  │
  │Public Info.  │───────────────└──────┬──────┘
  │Officer       │                      │          ┌──────────────┐
  └──────────────┘                      │──────────│ Principals (8)│
                                         │          └──────────────┘
```

Executive Director of Administrative Services	Executive Director of Business and Finance/Clerk	Director of Human Resources	Assistant Superintendent of Curriculum & Instruction

Director of Human Resources — Coordinator

Executive Director of Administrative Services
- Construction Projects Manager
- Director of Transportation
  - Assist. Director
- Director of Technology
  - Database Admin.
  - Network Admin.

Executive Director of Business and Finance/Clerk
- Budget Analyst
- Payroll Coordinator
- Coordinators (2) Accounts Payable Accounts Receivable
- Director of Maintenance
  - Assist. Director
  - Director of Food Service

Assistant Superintendent of Curriculum & Instruction
- Career & Tech. Administrator
- Director of Testing
- Director of Elementary Curr. & Inst.,Title Progrms & ESL
  - Specialist ELL Parent Liaison
  - Coordinators (2) Specialists (2) Facilitator
- Director of Special Education
  - Specialists (2) Coordinator Diagnostician Visiting Teacher Psychologists

Source: CCPS Office of Superintendent, February 2006.

EXHIBIT 2-11
CULPEPER COUNTY PUBLIC SCHOOLS
FUNCTION ASSIGNMENTS
FEBRUARY 2006

School Board

Legal Services

Superintendent

Board Orientation
Employment Contracts
Facilities Use Contracts
Fleet Titles
Governmental Relations
Principals
Planning
Student Insurance

Executive Director
Business &
Finance/Clerk

Assistant
Superintendent
Curriculum &
Instruction

Executive Director
Administrative Services

Accounts Payable
Accounts Receivable
Budget
Custodians
Dept. Purchasing
Energy Management
Facilities Maintenance
Food Service
Grounds Management
Internal Audit
Payroll
Position Control
Risk
Student Insur w/Supt
Workers' Comp

Assessment
Career/Tech. Ed.
Curriculum/Instruction
Dept. Purchasing
Elementary Programs
Gifted
Grants
Guidance
Libraries
Psychologists
Secondary Programs
Social Work
Special Education
Title I

504/OTETA
Asset Management
Bus Dr Personnel Records
Court Liaison/ Truancy
Dept. Purchasing
Facilities Construction
Policy Development Coord.
School Nurses
School Safety
Staff Training
Student Hearings
Student Transfers
Technology
Transportation
Workers' Comp

Public Information
Officer

Director
Human Resources

External Communications
Press Relations
Community Relations
Crisis Communications

Benefits
Dept. Purchasing
Dismissal/Nonrenewals
EEO
Employee Orientation
Employee Recognition
Employment
Grievances
Job Descriptions
Licensure
Performance Assess.
Personnel Policy
Personnel Records
Recruitment
Retirement

Source: Created by MGT of America from CCPS personnel
interviews and organization profiles, February 2006.
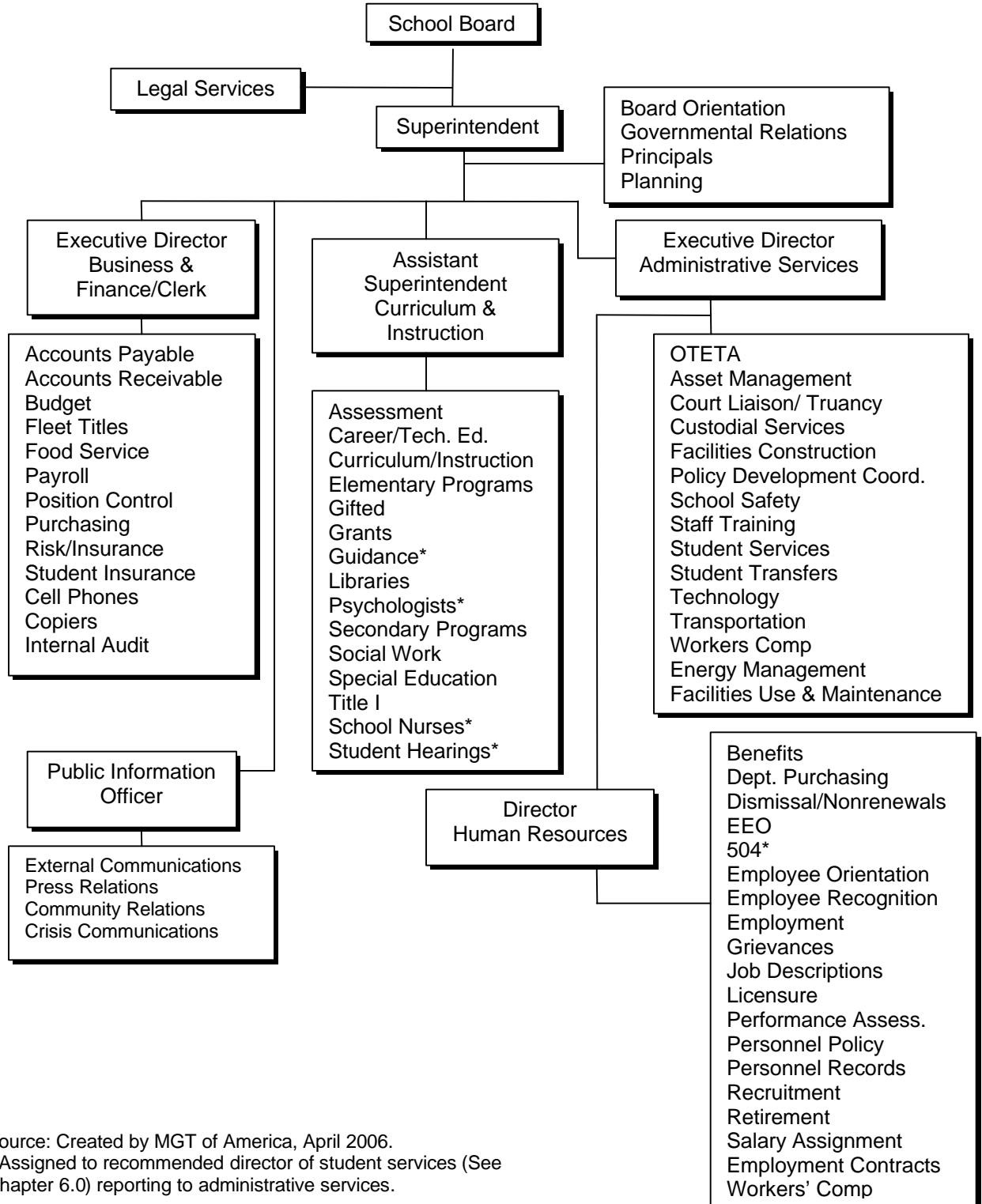
RECOMMENDATION

Recommendation 2-8:

Reorganize the central office administration of Culpeper County Public Schools by realigning functions, assigning the human resources department to the executive director of administrative services, and consolidating student service–related functions under a director of student services reporting to the executive director of administrative services.

Implementation of this recommendation should result in the following modifications to the current organizational plan and be consistent with the board and superintendent's overall goals:

- reduces the direct reports to the superintendent from 14 to 13 and reassigns functions of contracts, fleet tiles, and insurance to other related departments;

- reduces direct reports to the executive director for administrative services from 13 to seven and creates a director of student services (see Chapter 6 for further discussion of student services) and consolidates all facilities-related functions within administrative services. Reassigns risk management and workers' compensation to other departments, and oversight responsibilities for human resources to administrative services;

- reassigns guidance and psychologists from the assistant superintendent for curriculum and instruction to administrative services under the proposed director of student services, reducing direct reports from nine to eight (the psychologists reported to the director of special education), and consolidates the purchasing function within the business and finance department;

- reduces the span of responsibilities for the executive director of business and finance/clerk by one position, director of maintenance. also realigns the risk and insurance and purchasing functions within the business and finance department; and

- reassigns the human resources department from the superintendent's office to the administrative services department under the leadership of the executive director. Transfers workers' compensation, employee contracts, and salary assignment to human resources and reassigns purchasing to the business and finance department.
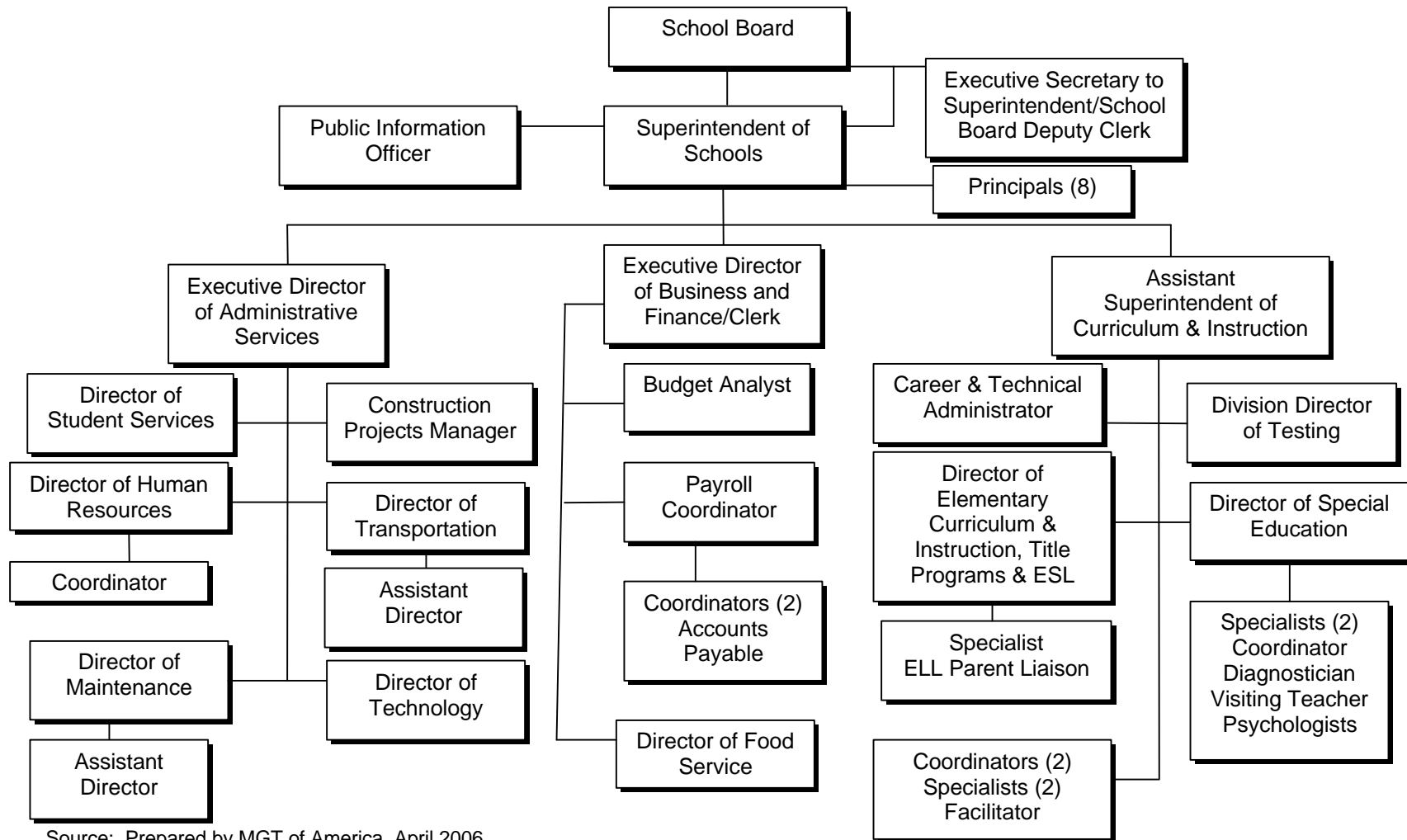
Exhibit 2-12 shows the recommended assignment of functions, and Exhibit 2-13 presents the recommended organizational structure. Exhibit 2-14 provides a summary of and rationale for the recommended changes and refers to other chapters/sections for additional discussions.

**EXHIBIT 2-12
CULPEPER COUNTY PUBLIC SCHOOLS
RECOMMENDED FUNCTION ASSIGNMENTS
FEBRUARY 2006**

School Board

Legal Services

Superintendent

Board Orientation
Governmental Relations
Principals
Planning

Executive Director
Business &
Finance/Clerk

Assistant
Superintendent
Curriculum &
Instruction

Executive Director
Administrative Services

Accounts Payable
Accounts Receivable
Budget
Fleet Titles
Food Service
Payroll
Position Control
Purchasing
Risk/Insurance
Student Insurance
Cell Phones
Copiers
Internal Audit

Assessment
Career/Tech. Ed.
Curriculum/Instruction
Elementary Programs
Gifted
Grants
Guidance*
Libraries
Psychologists*
Secondary Programs
Social Work
Special Education
Title I
School Nurses*
Student Hearings*

OTETA
Asset Management
Court Liaison/ Truancy
Custodial Services
Facilities Construction
Policy Development Coord.
School Safety
Staff Training
Student Services
Student Transfers
Technology
Transportation
Workers Comp
Energy Management
Facilities Use & Maintenance

Public Information
Officer

Director
Human Resources

External Communications
Press Relations
Community Relations
Crisis Communications

Benefits
Dept. Purchasing
Dismissal/Nonrenewals
EEO
504*
Employee Orientation
Employee Recognition
Employment
Grievances
Job Descriptions
Licensure
Performance Assess.
Personnel Policy
Personnel Records
Recruitment
Retirement
Salary Assignment
Employment Contracts
Workers' Comp

Source: Created by MGT of America, April 2006.
* Assigned to recommended director of student services (See
Chapter 6.0) reporting to administrative services.

EXHIBIT 2-13
CULPEPER COUNTY PUBLIC SCHOOLS
RECOMMENDED ORGANIZATION

```
                              ┌─────────────┐
                              │ School Board │
                              └──────┬───────┘
                                     │          ┌────────────────────────┐
                                     │          │ Executive Secretary to  │
  ┌──────────────────┐      ┌────────┴────────┐ │ Superintendent/School   │
  │ Public Information│──────│ Superintendent  │ │ Board Deputy Clerk      │
  │      Officer      │      │   of Schools    │ └────────────────────────┘
  └──────────────────┘      └────────┬────────┘ ┌────────────────┐
                                     │          │ Principals (8) │
                                     │          └────────────────┘
```

Executive Director of Administrative Services	Executive Director of Business and Finance/Clerk	Assistant Superintendent of Curriculum & Instruction

Executive Director of Administrative Services
- Director of Student Services
- Construction Projects Manager
- Director of Human Resources
  - Coordinator
- Director of Transportation
  - Assistant Director
- Director of Maintenance
  - Assistant Director
- Director of Technology

Executive Director of Business and Finance/Clerk
- Budget Analyst
- Payroll Coordinator
  - Coordinators (2) Accounts Payable
- Director of Food Service

Assistant Superintendent of Curriculum & Instruction
- Career & Technical Administrator
- Division Director of Testing
- Director of Elementary Curriculum & Instruction, Title Programs & ESL
  - Specialist ELL Parent Liaison
- Director of Special Education
  - Specialists (2) Coordinator Diagnostician Visiting Teacher Psychologists
- Coordinators (2) Specialists (2) Facilitator

Source: Prepared by MGT of America, April 2006.

EXHIBIT 2-14
SUMMARY OF RECOMMENDED
POSITION ASSIGNMENTS/CLASSIFICATIONS
AND RATIONALE

CURRENT POSITION	ACTION	RATIONALE
Superintendent	Reduce direct reports from 14 to 13 by reassigning human resources to the administrative services department; reassign functions of contracts, fleet titles, and insurance to other related departments.	The human resources department can be effectively managed by the executive director of administrative services, who, upon implementation of the recommendation, will have seven direct reports rather than 13. Moving contracts, insurance, and fleet titles to their respective departments will consolidate them within related areas. Principals can continue reporting to the superintendent since they receive direction from other administrative personnel who must provide input into their performance assessment as well.
Assistant Superintendent of Curriculum and Instruction	Reassign guidance and psychologists to administrative services under proposed director of student services, reducing direct reports from nine to eight (the psychologists reported to the director of special education). Consolidate purchasing function within the business and finance department.	Reduces span of control to a more manageable number and consolidates related functions within their respective departmental areas.
Executive Director of Administrative Services	Reduce direct reports from 13 to seven; create a director of student services (see Chapter 6 for further discussion of student services); and consolidate all facilities-related functions within administrative services. Reassign risk management and workers' compensation to other departments. Reassign oversight responsibilities for human resources to administrative services.	Substantially reduces direct reports and consolidates facilities within the department for more effective coordination. Additionally, all student services functions and 504 are placed under a director to effect better overall coordination. Human resources is removed from the superintendent's office to reduce his span of control and placed in administrative services rather than business and finance to provide a check and balance in position control and salary assignment matters.
Executive Director of Business and Finance/Clerk	Reduce the span of responsibilities for the executive director of business and finance/clerk by one position, director of maintenance. Realign risk and insurance and purchasing within the business and finance department.	Reduces the span of responsibility from four to three areas. Also contributes to aligning functions within related departments by shifting all facilities related functions to administrative services to ensure effective coordination.

EXHIBIT 2-14 (Continued)
SUMMARY OF RECOMMENDED
POSITION ASSIGNMENTS/CLASSIFICATIONS
AND RATIONALE

CURRENT POSITION	ACTION	RATIONALE
Director of Human Resources	Reassign the human resources department from the superintendent's office to the administrative services department under the leadership of the executive director. Transfer workers' compensation, employee contracts, and salary assignment to human resources and reassign purchasing to the business and finance department.	Reduces the superintendent's direct responsibilities by one department and places employment contracts with human resources, where they are typically managed in school divisions of this size.

Source: Prepared by MGT of America, April 2006.

The disproportionate assignment of direct reports and need for realignment of some functions should be addressed as soon as practicable.

FISCAL IMPACT

The fiscal impact of adding one director position is reported in Chapter 6.0, Educational Service Delivery and Management. Implementation of the recommended reassignment of functions and the human resources department can be accomplished at no additional cost to the division.

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

The superintendent is in his fifth year of service as executive officer of CCPS. His current contract, renewed in June 2005 for a four-year period, provides the terms and conditions for employment. The contract includes specific provisions for benefits and compensation increases consistent with those of CCPS teaching employees. Additionally, the school board authorizes a 403(b) or other tax deferred program and provides automobile use reimbursement for school business, a division vehicle, up to $1,500 for professional associations and civic memberships, a family health plan, term life insurance and disability plans, 18 days paid annual leave, 12 days professional leave per year, and other benefits available to 12-month employees of the school board. The contract in all respects is consistent with Commonwealth of Virginia law and sound business practice.

FINDING

The CCPS Improvement Plan 2005-2006 is current and focuses on adopted core values. It is organized within four strands: Academic, Communication, Safety and Security, and Facilities. Each section is complete with goals, strategies, key initiatives, assigned personnel, resources, and performance measures.

COMMENDATION

Culpeper County Public Schools is commended for establishing an improvement plan based on a set of defined core values and set goals.

FINDING

The superintendent leads and manages the division through a series of core groups including the Leadership Council, Central Office Directors group, and secondary and elementary principals meetings.

The superintendent's Leadership Council is composed of all principals, the assistant superintendent for curriculum and instruction, executive director positions, and director positions. This group can involve as many as 17 or more persons. The council meets monthly and convenes each August for a three-day intensive planning session held offsite. Each meeting is guided by a prepared agenda, and minutes are produced and distributed to members. The council focuses on division-wide issues and initiatives. The group began a study of Jim Collins' book, *Good to Great*, in August 2005 and is discussing chapters and the application of concepts and practices to CCPS.

The superintendent's central office directors meet weekly, and principals' meetings are held monthly. The directors' meeting covers day-to-day issues and preparation for school board meetings. Secondary and elementary principals meet in separate groups with their respective assistant principals.

In addition, the superintendent holds separate monthly roundtables with classified personnel and teachers. Personnel are selected by their peers from each school site. The superintendent also hosts a monthly luncheon prepared by the food service department and attended by persons invited by the school board, county office staff, and principals. This year the superintendent initiated a monthly Student Advisory Council composed of four members from each class in the high school and the principal. A student from the group prepares and delivers a report to the school board each month.

Somewhat paradoxically, even with this unusually large number of contacts with various division groups, MGT consultants' discussions with groups of employees and, in particular, school bus drivers, revealed numerous instances of lack of employee understanding of actions and communications by the superintendent and administration. Examples include the follow comments:

- "Communication is abysmal at all levels. So hard to find out what is going on (especially at middle and high school)."

- "YES, YES, YES!" (to the above comments) "Agree. Agree. Agree."

- "No one listens to the bus drivers; they are afraid to voice their opinions."

- "How about more communication? Use a year-long school calendar with all events planned out and listed for all the schools in one place.

This way parents have advance notice for events such as open houses, concerts, plays, testing, etc."

Three important strategies may be considered to deal with these types of issues and the employee survey responses that are not as strongly supportive of the division as would be desirable (see Appendix A of this report for all survey responses and comparisons with other school systems).

RECOMMENDATION

Recommendation 2-9:

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

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

First, conduct an annual survey of all employees to determine the organizational health of the organization. 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 roundtables. Eliminate the formal, prepared agendas and instead be more informal, yet produce reports of discussions. It is possible that the decision to create a formal agenda that permits the administration to more adequately prepare 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.

Third, reorganize the weekly directors' meeting with a focus on organizational health and other recommended areas. Prepare to review these discussions with the Leadership Council 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 division;

- 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 division 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 operational decisions would rest with the administrators responsible for their respective units and departments. Within the organizational plan, the members would maintain effective, frequent communication (almost daily) to ensure consistency and effective monitoring of activities. The superintendent would continue to maintain daily communication 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 meeting reports and e-mail requiring confirmation of receipt.

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

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

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The quantity of e-mail received by the superintendent is not yet so excessive as to prevent him from fulfilling his responsibilities; however, increases could become a detriment. The executive secretary to the superintendent serves as the school board deputy clerk, and in this role she processes all incoming mail to the superintendent's office, preparing responses for his review and approval. The superintendent processes his own e-mail and has the executive secretary prepare responses or take assigned action as appropriate.

RECOMMENDATION

Recommendation 2-10:

Monitor the quantity of e-mail correspondence received by the superintendent at his assigned e-mail address and assess how much time he spends processing it.

Implementation of this recommendation should result in the superintendent's executive secretary monitoring the time the superintendent must commit to processing his e-mail. The executive 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 executive secretary. This action should not increase other contacts with the superintendent, since the executive 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 should free up the superintendent's time for important work while still providing access by selected persons.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

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. Establishing 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 were complimentary of the establishment of the Web site and information provided. However, some commented on the need to improve communication with the community and all areas of the very large (geographically) county as well as within the division.

A review of the Division Improvement Plan, shows that Strand III, Communications, Goal 1, Quality Communication, has 10 strategies. Additionally, the Public Information Office has established 2005-06 Communication Goals focused on four areas: parents, community, internal, and media. Each area contains a detailed list of specific strategies. These are consistent with the Division Improvement Plan. However, the list as a whole is overwhelming 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 division with specific responsibilities for assisting in carrying out the strategies, with the exception of Web support staff.

RECOMMENDATION

Recommendation 2-11:

Reorganize and prioritize the list of strategies designed to improve communications and present it to the superintendent's Leadership Council 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 (may include the development of Golden Apple Teacher of the Year Awards sponsorship that could have a community-wide impact);

- identifying an information liaison from each school;

- ensuring that photographs are taken for press releases, brochures, and other materials to promote the division;

- 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 bring together the public information/community relations dimension and promote systematic coordination of related activities.

FISCAL IMPACT

This recommendation can be implemented within existing resources.

2.5.4   *School Organization and Management*

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

CCPS provides instructional programs to students in one high school, two middle schools, and five elementary schools. The eight high, middle, and elementary schools are staffed with principals and assistant principal positions as well as activities/athletic, guidance, and library positions. Exhibit 2-15 shows 2003-04 data related to various positions in CCPS as compared to five peer divisions. As can be seen, CCPS had fewer school-based administrators than the average for the peer divisions and more teachers and teacher aides than the average for the peers. However, CCPS had fewer guidance and librarians than the peer average and no technology instructors. See Chapter 6.0 for discussion of educational services including guidance and libraries.

Exhibit 2-16 shows CCPS March 2006 enrollment and the number of assistant principals, guidance counselors, librarians, and activities positions assigned to each school.

FINDING

The administrative and support staffing of CCPS is consistent with and meets all state standards. Farmington Elementary School, with enrollment under 400 students, is provided an assistant principal to ensure adequate management of assigned preschool programs. The high school is provided an activities/athletic position, and while the middle school is not staffed with an activities position, a supplement for athletic and other activities is provided.

COMMENDATION

The Culpeper County School Board is commended for meeting all minimum commonwealth school administrative staffing criteria set forth in the revised Standards of Quality.

**EXHIBIT 2-15
PEER SCHOOL DIVISIONS
STAFF ANALYSIS
2003-04 SCHOOL YEAR**

SCHOOL DIVISION	STUDENTS AVERAGE DAILY MEMBERSHIP	PRINCIPALS/ ASSISTANT PRINCIPALS PER 1,000 STUDENTS	TEACHERS PER 1,000 STUDENTS	TECHNOLOGY INSTRUCTORS PER 1,000 STUDENTS	TEACHER AIDES PER 1,000 STUDENTS	GUIDANCE COUNSELORS/ LIBRARIANS PER 1,000 STUDENTS
Culpeper County	**6,153**	**3.25**	**85.32**	**0.00**	**17.55**	**2.76**
Gloucester County	6,109	3.11	75.31	0.38	14.82	4.94
Prince George County	5,992	3.17	68.64	1.17	9.51	4.42
Shenandoah County	5,721	3.67	76.50	0.00	18.96	4.54
Fauquier County	10,281	3.70	79.34	0.55	15.91	4.36
Rockingham County	10,768	3.99	80.66	0.65	12.93	5.01
Division Average	**7,504**	**3.48**	**77.63**	**0.46**	**14.95**	**4.34**

Source: Virginia Department of Education Web site, 2006.

**EXHIBIT 2-16
CULPEPER COUNTY PUBLIC SCHOOLS ENROLLMENT AND
SCHOOL PRINCIPAL AND ASSISTANT PRINCIPAL POSITIONS**

SCHOOL	ENROLLMENT MARCH 2006	POSITIONS	
		PRINCIPAL	ASSISTANT PRINCIPAL
Elementary			
A.G. Richardson	701	1	1
Emerald Hill	823*	1	2
Farmington	401*	1	1
Pearl Sample	719*	1	1
Sycamore Park	634*	1	1
Elementary Total	**3,278**	**5**	**6**
Secondary			
Culpeper County Middle School	841	1	2
Floyd T. Binns Middle School	895	1	2
Culpeper County High School	1,988	1	5
Secondary Total	**3,724**	**3**	**9**
Grand Total	**7,002***	**8**	**15**

Source: Prepared by MGT from CCPS School Board packet data, April 2006.
* Includes pre-K enrollment.

3.0 PERSONNEL AND HUMAN RESOURCES

This chapter reviews the personnel and human resources management functions of the human resources department of Culpeper County Public Schools (CCPS). The five areas of review include:

3.1   Organization and Administration
3.2   Personnel Policies and Procedures
3.3   Recruitment, Hiring, and Retention
3.4   Compensation and Benefits
3.5   Professional Development

In its review of these functional areas, MGT examined a wide variety of documentation including policy and procedural handbooks, personnel records, staff training and development logs, departmental financial data, employment contracts, departmental forms and informational brochures, and the human resources Web site. In addition, MGT consultants conducted interviews with all central office personnel in the human resources department, the superintendent, and school-based administrators and staff. These activities allowed MGT to gain insight into the operational routines of the department, make recommendations, and note commendations regarding its policies and practices.

CHAPTER SUMMARY

The Culpeper County Public Schools Human Resources Department has undergone numerous administrative changes over the last several years, but now has a team of dedicated administrators and staff members who are committed to creating an effective and efficient department. The department currently follows numerous commendable practices that reflect either industry standards or acknowledged best practices. These practices include:

- establishing the benefits analyst position;

- maintaining comprehensive, clear, and accessible human resources policies;

- committing human and fiscal resources to teacher recruitment;

- dedicating a position whose primary responsibility is to recruit, induct, and provide incentives to retain highly qualified teachers;

- providing financial incentives in its recruitment efforts beyond salary and health benefits;

- taking a data-driven approach to retaining teachers; and

- providing financial support for professional development.

In addition to these areas of commendation, there are other operational areas of the department that need improvement. MGT's recommendations include:

- determining the exact nature of the incompatibility problem with the AS/400 system and work with county administrators to reconfigure the programming as necessary;

- developing a procedural handbook to accompany the current HR board policies;

- including sections in the procedure manual that specifically outline the procedures for hiring support staff;

- continuing to evaluate and refine recruitment methods and materials;

- continuing efforts to maintain salary competitiveness with neighboring school divisions;

- keeping abreast of trends in employee benefits offered by other school organizations; and

- transitioning to a fully on-line system of registration for professional development activities and documentation of participation.

INTRODUCTION

As Culpeper County Public Schools is the largest employer in the county, the human resources department plays a vital role in carrying out all the personnel functions necessary to staff the school division with highly qualified, capable, and competent employees. These functions include:

- conducting recruitment and initial screening of job applicants;

- posting/updating position vacancy listings;

- processing new employees;

- monitoring licensure for certified personnel;

- maintaining personnel files;

- responding to human resources inquiries from CCPS

- employees and the public;

- ensuring proper adherence to state and federal regulations regarding personnel operations;

- preparing materials for human resources recommendations to the Culpeper County School Board; and

■ performing any and all other personnel duties in accordance with board policies and procedures established for human resources management.

CCPS had 1,007 full-time employees as of the date of MGT's on-site review, 51.7 percent of whom were full-time teachers. The distribution of CCPS employees is shown in Exhibit 3-1.

**EXHIBIT 3-1
EMPLOYEE DISTRIBUTION
CULPEPER COUNTY PUBLIC SCHOOLS
2005-06 SCHOOL YEAR**

Type of Employee	Number of Employees
Teachers	539
Para-Professionals	128
Administrators (School and Central Office)	44
Media Specialists	9
Guidance Counselors	20
Clerical	73
Transportation Workers (Drivers and Aides)	100
Other Professional (Student Services)	19
Custodians	45
Other Support Staff	30
TOTAL	**1,007**

Source: Culpeper County Public Schools, 2006.

MGT consultants conducted electronic surveys of CCPS central office administrators, principals, and teachers, seeking their perceptions of all aspects of divisional operations. With regard to human resources, these groups were asked to rate four areas— personnel recruitment, selection, evaluation, and risk management as either needing *some* or *major improvement* or as *adequate* or *outstanding*. As shown in Exhibit 3-2, there were differences of opinion among the central office administrators, principals, and teachers with regard to these HR functions. Personnel recruitment received highly positive ratings from central office administrators, with 89 percent rating it as *adequate* or *outstanding*. By contrast, only 36 percent of principals and 40 percent of teachers gave recruitment an *adequate* or *outstanding* rating. Just as great a divide can be seen with regard to personnel selection. One hundred percent of central office administrators rated this area as *adequate* or *outstanding*, but only 65 percent of principals and 42 percent of teachers gave this rating. Less difference of opinion was evidenced in the area of personnel evaluation, which was rated as *adequate* or *outstanding* by 67 percent of central office administrators, 47 percent of principals, and 52 percent of teachers.

Central office and school-based administrators and teachers appear to have significantly different opinions regarding worker's compensation, with a respective 55 and 41 percent of the first two groups rating the area *adequate* or *outstanding*. Only 31 percent of teachers rated this area as *adequate* or *outstanding*, and 24 percent rated it as needing some or major improvement. This low total percentage reflects a number of responses stating *no opinion* or *not applicable*.

EXHIBIT 3-2
SURVEY RESPONSES REGARDING
HUMAN RESOURCES SERVICES
CULPEPER COUNTY PUBLIC SCHOOLS
2005-06 SCHOOL YEAR

	ADMINISTRATORS		PRINCIPALS		TEACHERS	
	% NEEDS SOME/MAJOR IMPROVEMENT	% ADEQUATE/ OUTSTANDING	% NEEDS SOME/MAJOR IMPROVEMENT	% ADEQUATE/ OUTSTANDING	% NEEDS SOME/MAJOR IMPROVEMENT	% ADEQUATE/ OUTSTANDING
Personnel recruitment	11	89	65	36	47	40
Personnel selection	0	100	35	65	49	42
Personnel evaluation	33	67	53	47	42	52
Risk Management	22	55	30	41	24	31

Source: MGT of America, CCPS Survey Results, 2006.

It should also be noted that while risk management is a human resource function, it is not administered in that department, but rather is handled by an individual in the transportation department.

3.1 *Organization and Administration*

The human resources department employs six full-time and one part-time staff member to carry out various human resource activities for the division's 1,007 employees. In the current organizational structure, the department is headed by a director, whose position reports directly to the superintendent. The primary functions and responsibilities of support staff in the human resources department are as follows:

- **Recruitment and Retention Coordinator:** Oversees the division's efforts to obtain and retain highly qualified teachers. Coordinates all activities relating to the division's participation in regional teacher recruitment and job fairs. Administers the new teacher induction program, including the training and assignment of mentor teachers. Also oversees initial and continuing licensure of certificated personnel.

- **Benefits Analyst:** Handles employee insurance coverage and administration of fringe benefits, serves as compliance officer for the Family and Medical Leave Act (FMLA), and assists employees with the retirement process.

- **Receptionist:** Also serves as the school board secretary; fields calls into the human resources department and assists visitors to the office.

- **Lead Secretary:** Serves as the personal secretary to the director and also as the personnel records custodian. Processes paperwork

for new employee set-up and ensures that proper documentation is placed in personnel files. Also processes letters of resignation and related employee termination paperwork.

- ■ **Full-Time Secretary:** Has the primary responsibility for data entry and review of employment applications for certified personnel. Ensures that all required documentation for employment has been submitted and enters necessary employment data into the computer system.

- ■ **Part-Time Secretary:** Serves as clerk for personnel records with primary responsibilities for filing and data entry.

The clerical staff's duties and responsibilities are structured in such a way as to provide support for both the administrative personnel in human resources and the internal and external "customers" who contact the office in person or by phone for service. The structure of the human resources department is illustrated in Exhibit 3-3.

EXHIBIT 3-3
HUMAN RESOURCES ORGANIZATIONAL CHART
CULPEPER COUNTY PUBLIC SCHOOLS
2005-06 SCHOOL YEAR
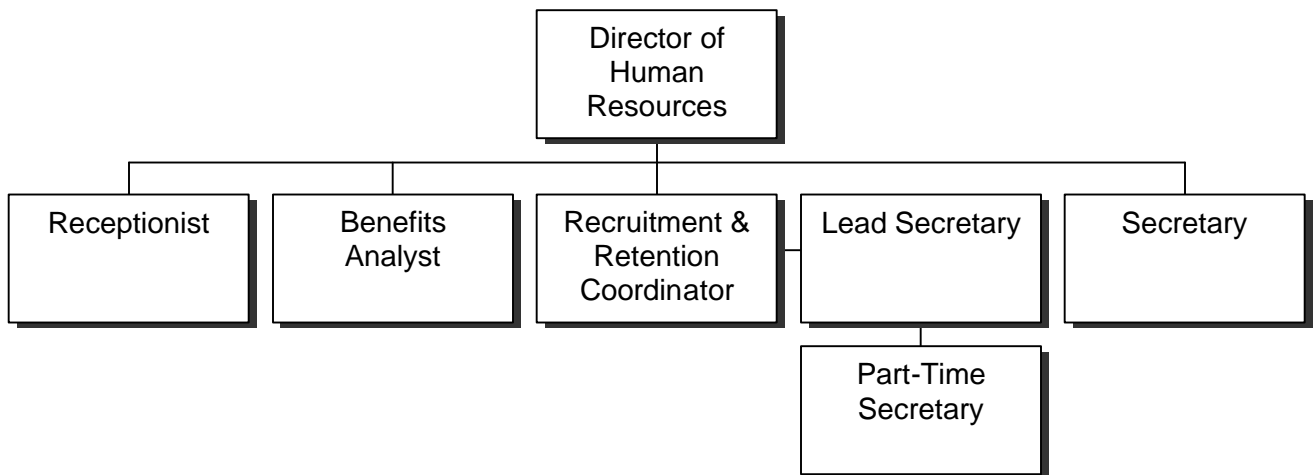
Source: Culpeper County Public Schools, Human Resources Department, 2006.

FINDING

Most of the human resources staff have been in their current positions for fewer than five years, but had prior experience elsewhere in the system. The director has been in her position for less than six months and has begun to review the policies and procedures of the department to determine areas in need of improvement. One of the major areas of concern is the arrangement between the school division and the county regarding the use of the county's AS/400 computer system for human resource functions. The system is the property of the county, and designated school division employees access the system as needed. In the human resources department, this is mainly the secretary in charge of initial employee set-up and licensure; however, other individuals in the

department access the system to review personnel information. At the time of the on-site review, there were major issues with regard to HR and the AS/400 system, including the following:

- The director of human resources did not have access to the system, even after several months on the job.

- The data entry personnel stated that they were continually being "knocked out" of the system, at which point data entered, but not submitted, was lost.

- The data entry fields in the system are not in sync with fields needed to document teacher licensure status.

- The system does not currently allow for the input of Individual Renewal Records (tracking system of license renewal activities of certificated personnel), which are currently maintained by individual teachers, rather than in a central database.

RECOMMENDATION

Recommendation 3-1:

Determine the exact nature of the incompatibility problem with the AS/400 system and work with county administrators to reconfigure the programming as necessary.

One of the critical issues involving the incompatibility of the AS/400 system and the needs of the human resources department in CCPS is the lack of data fields for entering information on teacher certification and other necessary personnel data in the electronic records of division employees. The current system is configured to meet the needs of the county, but does not include features needed by the school division. CCPS should work closely with the county to determine if the current system has the capacity to add the fields needed by the division.

In addition, an agreement should be established to ensure that appropriate personnel have timely access to division human resources data on the AS/400 system. This is needed to address the current situation whereby the human resources director does not have access after more than two months and to prevent such delays in the future. The agreement should specify a time when approved personnel would be set up to access the system. For example, the agreement could state that access would be established within 10 working days of the initial request.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The benefits analyst is a newly created position that was seen as a very positive addition both by members of the department and by other division employees. This position provides new employees with an opportunity to sit down one-on-one to review all division benefits within the first 20 days of employment and make their selection of available optional benefits. The benefits analyst also has risk management responsibilities and is currently reviewing the division's policies and procedures for any discriminatory language regarding benefits.

COMMENDATION

Culpeper County Public Schools is commended for establishing the benefits analyst position.

Having an individual dedicated to this area allows CCPS to achieve cost savings by monitoring and evaluating division benefits and compensation programs to ensure they are current with regard to trends, practices, and costs. Another advantage to the division is the position's responsibility and practice of revising and developing new compensation and benefit policies and procedures to ensure the achievement of equitable and competitive employee rewards programs.

FINDING

CCPS is in a high growth phase in terms of student enrollment, which results in the hiring of approximately 100 new teachers each year to meet the demands of both growth and attrition. The division currently has a recruitment and retention coordinator who is responsible for facilitating all activities related to these two functions. These activities include coordinating the division's participation in regional teacher recruitment fairs, overseeing the division's new teacher induction program, in which new hires are paired with a mentor or colleague with matching job responsibilities; and creation of and revising the mentor handbook.

COMMENDATION

Culpeper County Public Schools is commended for dedicating a position whose primary responsibility is to recruit, induct, and provide incentives to retain highly qualified teachers.

In comparable divisions, recruitment and retention are part of the duties of one or two HR administrative personnel.

3.2   *Personnel Policies and Procedures*

According to the National School Boards Association, the primary purpose of school board policies is to establish and communicate the priorities, expectations, and programs of the division. All policies should govern aspects of board governance including legal compliance, public accountability and information, and assurance of

safety, equity, and order. Accompanying board policy should be procedures which operationalize the policies.

FINDING

The human resources department policies and procedures that guide the delivery of personnel services to CCPS employees are set forth in Section G: Personnel, of the Policy Manual for Culpeper County Public Schools. The policies are organized around four major areas: personnel policy goals, equal employment opportunity/non-discrimination, professional staff, and support staff. Under these broad categories are sub-categories that encompass all personnel functions. Personnel policies are posted on the division's Web site along with the rest of the policy manual.

The majority of the policies were adopted in 1995 and 1996, with updates and amendments in 2002 and 2005. Where appropriate, in addition to the policies, the manual provides sample forms and other informational documents.

COMMENDATION

Culpeper County Public Schools is commended for the scope, clarity, and accessibility of its human resources policies and for the system of regular updating that allows the policies to remain current and address changes in state and federal law.

Publishing the policy manual on the divisional Web site allows for easy access by any current or potential employee, as well as the community at large.

RECOMMEDATION

Recommendation 3-2:

Develop a procedural handbook to accompany the current HR board policies.

There have been numerous changes in administration in the human resources department over the last several years, resulting in the creation of a variety of HR procedures and practices that are not contained in a written format. The department should develop a procedural handbook for both HR personnel and school division employees to guide daily duties and actions related to human resources. Employee handbooks are statements of procedures related to school board policies and serve as an important communications tool between division administration and employees. The handbook should provide an explanation of what is expected of employees—as well as what they can expect from the organization. It would also provide protection in legal disputes, as courts have typically considered an employee handbook to be a contractual obligation.

Although school division procedural manuals differ, depending on size, number of employees, and benefits offered, most include the following sections:

- **Division Overview:** Includes an introduction to the division, with a few paragraphs about its history, growth, goals, mission, and leadership philosophy.

- **Legal Issues:** Includes, but is not limited to, Equal Employment Opportunity Policy Statement, Non-Discrimination and Anti-Harassment Policy, Americans With Disabilities Act Policy Statement, Conflict of Interest and Outside Employment Statement, and any work confidentiality issues.

- **Compensation and Evaluation:** Discusses performance management and compensation programs, performance evaluation schedule, payment of salary, overtime pay, and employee referral programs.

- **Time-Off Policies:** Includes procedures for taking vacations, sick time, personal time, bereavement, jury duty, leave under the Family and Medical Leave Act (FMLA), parental leave, and leave of absence without pay.

- **Benefit Information:** Includes information on health insurance, dental insurance, flexible spending accounts, group life insurance, long-term disability, retirement plan, 401(k) plan, and worker's compensation benefits.

- **Job-Related Issues:** Includes information regarding attendance and punctuality, drug and alcohol abuse, appearance and dress code, intolerance of violence in the workplace, responses to accidents and emergencies, internal complaint channels, e-mail and Internet policies, use of division equipment and computer systems, reference checks, smoking policy, and tuition reimbursement programs (if applicable).

- **Terminating Employment:** Communicates expectations and procedures relating to resignations and dismissals, including immediate dismissals and those other than immediate termination. Also covers post-resignation/termination procedures.

Exemplars of these standards for procedural handbooks can be found in divisions around the country including Lee County (Florida), Bryan ISD (Texas), and Valdez City (Alaska). Each of these district manuals is accessible on-line. Exhibit 3-4 provides a sample table of contents.

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

EXHIBIT 3-4
LEE COUNTY (FL) PUBLIC SCHOOLS
EMPLOYEE HANDBOOK TABLE OF CONTENTS
2005-06 SCHOOL YEAR

TABLE OF CONTENTS
SECTION 1 – GENERAL INFORMATION
School Board Meetings
Vision, Mission and Core Values
Ethics in Education
Equity in School Programs and Employment Practices
Prohibition of Harassment
Learning Environment
Professional Standards
Self-Reporting of Criminal Involvement
Confidentiality and Student Records
Reporting Child Abuse
Alcohol, Drug and Tobacco-Free Workplace
Clean Air Policy
Bloodborne Pathogens Control Plan
Hazardous Substances
Weapons or Firearms on School Property
On-line Information and Additional Division References
Threats of Violence
Acceptable Use Policy Governing Internet Access
School Division Property
Responsibility for Tangible Property
Employee Rights: The Fair Labor Standards Act
Code of Ethics for Public Officers and Employees
SECTION 2 – PERSONNEL PRACTICES AND PROCEDURES
Incident Reports
Employee Assistance Program
General Employment Practices
Appointment and Reappointment (Instructional Personnel)
Appointment of Non-instructional Personnel
Payroll Deductions and Reductions
Terminal Pay Benefits
Personnel Assessment
Evaluation (Non-instructional Employees)
Complaints Relating to Employees
Leaves of Absence
Family Medical Leave Act (FMLA)
Personnel Files
Suspensions and Dismissals
Safety and Evacuation Procedures
SECTION 3 – EMPLOYEE BENEFITS
General Notice
General Information
Flexible Benefits Plan
Tax Sheltered Accounts (TSA)
Non-Flexible Benefits
COBRA
Workers' Compensation
Liability Insurance
Unemployment Compensation
BENCOR Special Pay Plan
Florida Retirement System
ACKNOWLEDGEMENT STATEMENT

Source: Lee County (FL) Public Schools, 2006.

3.3 *Recruitment, Hiring, and Retention*

3.3.1 *Recruitment*

The business of recruiting high-quality teachers has gotten very competitive. New teachers recognize that they are in demand, and look for places to work that offer both support mechanisms to help them successfully navigate the challenges of the classroom and other benefits such as financial support to continue their education.

FINDING

CCPS has committed human and fiscal resources to the successful recruitment of teachers. For the last several years, the division has participated in various recruitment fairs in the region. The division has the authority to offer Letters of Intent to high potential candidates at recruitment fairs to help secure their services. Exhibit 3-5 shows the recruiting schedule of the 2005-06 school year.

EXHIBIT 3-5
CULPEPER COUNTY PUBLIC SCHOOLS
RECRUITING SCHEDULE
2005-06

FAIR	DATE	RECRUITERS
St. Paul's College	November 10	School Personnel
VASPA	November 10	School Personnel
Central Virginia Community College – Gettysburg	November 16	HR Administrators
Radford College (Vermont)	January 26	HR Admin./School Personnel
University of Virginia	February 9-10	HR Admin./School Personnel
James Madison University	February 27	HR Admin./School Personnel
George Mason University	March 1	School Personnel
University of Mary Washington	March 7	School Personnel
Shippensburg College	March 13	School Personnel
Virginia Union University	March 15	School Personnel
Great Virginia Teach-In	March 18	HR Admin./School Personnel
West Virginia University	March 23	HR Admin./School Personnel
PERC	March 30	HR Admin./School Personnel
University of Delaware	April 5	HR Admin./School Personnel
Millersville University	April 4	School Personnel

Source: Culpeper County Public Schools, Human Resources, 2006.

These activities are a part of a coordinated recruitment plan prepared by the division with the primary objective of "obtaining highly qualified teachers as defined by NCLB mandate." The division's recruitment plan consists of 11 strategies:

- Analyze the previous year's recruitment schedule to determine the key contact colleges and locales which were successful in meeting the hiring needs of the division for that year.

- Review last year's database of new hires to identify the colleges and states represented.

- Target minority colleges to increase the percentage of minority teachers in Culpeper County Public Schools.

- Identify colleges with a strong teacher preparation program in the critical shortage areas of math, science, and reading, in the states of Virginia, West Virginia, and Pennsylvania.

- Target teacher market areas through newspaper advertisements.

- Attend recruitment fairs which represent multiple college participation.

- Continue to review recruitment materials, and network with key personnel from colleges and surrounding school divisions to enhance recruiting skills, materials, and ideas.

- Update recruitment materials.

- Involve teachers, administrators, ESP participants (retirees), and minority representatives in the recruiting process.

- Offer a Letter of Intent to outstanding candidates or candidates in critical need areas.

- Explore the possibilities of extending an invitation to potential teachers to visit Culpeper during school visitations, have lunch with key personnel, and tour the area as a part of a "Culpeper Day Visitation."

Each strategy in the recruitment plan is accompanied by a rationale which specifies the desired outcome of the activity. In addition to the recruitment plan, MGT consultants were provided copies of the database files listing the new hires for the year 2004 and the states from which they hailed. The list supported the recruitment plan's concentration on the states of Virginia, West Virginia, and Pennsylvania as prime sources of teachers for the division. Exhibit 3-6 illustrates the results of recruitment efforts for the 2004-05 school year, listing the number of teachers hired and the home states of the new hires.

CCPS has produced an attractive folder that is given to potential applicants at recruitment activities and upon their visiting the human resources department. It contains lists of all employee benefits and the total salary and benefits package, an employment

application, a list of division schools and their locations, and a Virginia county map illustrating Culpeper's location in the state. The folder also provides the contact name and number of the division's recruitment coordinator, as well as the street and Web address of the central administrative offices.

EXHIBIT 3-6
HOME STATES OF NEW HIRES
CULPEPER COUNTY PUBLIC SCHOOLS
2004-05 SCHOOL YEAR

HOME STATES	NUMBER OF NEW HIRES
Virginia	43
Pennsylvania	26
West Virginia	5
North Carolina	5
Ohio	3
New York	3
Michigan	2
Illinois	1
Florida	1
Maryland	1
Mississippi	1
Georgia	1

Source: Culpeper County Public Schools, 2006.

RECOMMENDATION

Recommendation 3-3:

Continue evaluating and refining recruitment methods and materials.

Attracting teacher candidates to a small, rural division presents a unique set of challenges, but also positive opportunities that should be emphasized during recruitment activities. Such opportunities were expressed by researchers on effective recruitment strategies for rural school divisions, who stated:

> *To recruit rural teachers, administrators must target candidates with rural backgrounds or with personal characteristics or educational experiences that predispose them to live in rural areas. The emphasis on background and experience is crucial for racially or culturally distinct communities. Selling points in recruitment efforts are the benefits of teaching in rural schools, such as few discipline problems, less red tape, more personal contact, greater chance for leadership, small class size, individualized instruction, greater student and parent participation, and greater teacher impact on decision making.*
> (Source: ERIC Clearinghouse on Rural Education and Small Schools Charleston WV, ERIC Digest # ED438152, 1999.)

COMMENDATION

Culpeper County Public Schools is commended for committing resources to teacher recruitment.

Having a full-time administrative-level position dedicated to this endeavor helps CCPS to meet recruitment goals and attract the most qualified applicants for teaching positions in the division. In addition, by continually monitoring the results of recruitment efforts, the division is better able to selectively target its resources toward the activities and areas that prove to be the most productive in terms of obtaining highly qualified teachers.

FINDING

CCPS provides a number of recruitment incentives to prospective teachers, including a $1,200 salary advance to all new-to-the-division teachers that is repaid in $100 monthly automatic payroll deductions. All new teachers are provided with a list of local rental properties to assist them in securing housing. Teachers in critical need areas are offered salary step increases and up to $1,000 in moving expenses. These types of incentives are not typical for most school divisions and demonstrate CCPS's commitment to removing financial barriers for prospective teachers.

COMMENDATION

Culpeper County Public Schools is commended for providing financial incentives in its recruitment efforts beyond salary and health benefits.

3.3.2   *Hiring*

The growth of the student population and teacher attrition have created a strong demand for new teachers, and the division has stepped up its recruiting efforts to keep pace. Persons seeking employment in Culpeper County Public Schools may begin their search at the school division's Web site. As seen in Exhibit 3-7, the home page includes a quick link called "Employment" that takes applicants to the human resources home page. From there, applicants can download an employment application as either a Word or PDF document.

The Word version of the application allows the applicant to complete the form electronically, save it on his or her computer, and submit it on-line to the human resources contact person indicated on the Web site. Either version of the application may be printed and completed by hand and mailed to the physical address of the human resources department.

After interviewing with designated human resources staff and/or the school principal, selected applicants are issued a Letter of Intent, which the division states is not a legal document, but serves as evidence of CCPS's commitment to hire the individual. The letter outlines the next steps in the hiring process, describes any necessary fees or payments, and provides the starting salary for the position.

EXHIBIT 3-7
CULPEPER COUNTY PUBLIC SCHOOLS
HOME PAGE OF DIVISIONAL WEB SITE

Source: Culpeper County Web Site: http://culpeperschools.org/, 2006.

Section GCD of the *Culpeper County School Board Policies* outlines the hiring procedures for the school division as follows:

- The superintendent will determine when a new position is approved and will develop a job posting with appropriate deadlines for posting, transfer considerations, and closing dates for applications.

- All job postings will be given a posting number and placed on the school division's Web page and hard copied to each site.

- All postings will remain active for a minimum of five days before being filled.

- The principal/supervisor/human resources director will document the criteria used to determine the candidates that are selected for team interviews. These criteria should be reported to the director of human resources, along with the recommendation for the appointment of the team members.

- All application packets must be received in the human resources office, and confirmation will be given to applicants when application materials are received.

- The director of human resources will obtain an updated list of all active applicants that meet the criteria for the tentative position.

- The principal/supervisor will review the list and will notify the director of human resources relative to the candidates selected for an interview.

- As a reminder, each interview team is to meet prior to any interview to review the interview packet materials.

- The principal/supervisor involved will compose the questions for the interview according to the requirements of the position job description with input from panel members, if necessary. The director of human resources may provide any needed assistance. The scoring rubric (GCD-E1) will be used by the panel to rate the responses.

- The team members shall keep anecdotal notes during the interview training session and during the interviews. The purpose of these notes is not to create a verbatim transcript, but to use as a method to assist team members in recalling the discussions/additional questions during the interview that are not necessarily a part of the prescribed interview questions. At the conclusion of the selection process all such documents will be destroyed.

- Interview teams held for certified personnel will, at a minimum, include three people—the principal and/or assistant principal, a teacher who has reached continuing contract status, and another staff member. It is strongly recommended that a parent and/or community member also be included.

- Interview teams for classified personnel will, at a minimum, include three people, including the principal/supervisor and other staff members.

- The finalist is to be recommended to the director of human resources on the Personnel Requisition form (File: GCD-E2). No job promises are to be made to any applicants. The information is confidential and must be maintained as such.

- References must be thoroughly checked before the final selection is made. The purpose of the panel is to recommend a finalist to the director of human resources.

- Should any question arise, the director of human resources will confer with the principal/supervisor and make recommendations to the superintendent. Those recommendations will be placed on the agenda of the next meeting of the school board for approval.

- All information obtained and discussed in the interview is highly confidential and must remain within the confines of the interview. All committee members are to be cautioned to keep confidentiality in

mind. After the interview there should be no discussion of the applicants or the interview process.

FINDING

Persons seeking employment in professional positions in CCPS have the option of applying electronically or by mail. At the human resources section of the division's Web site, applicants can download a Word version of the employment application and reference forms, complete the forms, and submit them via e-mail to the contact person indicated at the top of the page. Applications for classified positions can also be downloaded from the human resources Web site, but cannot be completed or submitted electronically. The Web site is currently being upgraded to allow applications to be submitted on-line.

RECOMMENDATION

Recommendation 3-4:

Upgrade the HR Web site to allow on-line application for vacancies and other activities related to the hiring process.

The Web site should also provide as much information as possible about the position and the application and hiring process. In addition, applicants should be able to upload reference letters and any other necessary forms. Utilizing technology in the application process to the greatest degree possible frees human resources personnel to answer technical questions or attend to more complex or labor-intensive tasks.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The division has policies that clearly outline the procedures to be followed in the hiring process for professional staff; however, procedures for hiring support staff are not covered. Policies relating to support staff hiring are limited to defining what positions are considered support staff (transportation, food service, para-professionals, etc.), employment status (contractual or non-contractual), the performance evaluation process, procedures for transfer and reassignment, and discipline procedures. The documents state that a process for hiring support staff will be developed, but list no other guiding procedures.

RECOMMENDATION

Recommendation 3-5:

Add procedures for hiring support staff to the human resources Web site.

In the procedural manual previously recommended, include sections that specifically outline the procedures for hiring support staff. Once developed, these procedures should also be posted on the human resources Web site.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

3.3.3 *Retention*

The American Association of School Administrators (1999) has observed that the main problem of rural school divisions is attracting and keeping quality teachers. The rural teacher shortage affects all subject areas but particularly math, science, and special education. CCPS is representative of these findings and has implemented effective measures to recruit and retain high-quality teachers. As with the recruitment efforts previously described, the human resources department has an individual dedicated to teacher retention. Key among CCPS teacher retention efforts are the following:

- **New Teacher Induction/Mentor Program:** Each beginning teacher is paired with a mentor teacher who ideally is in the same subject/grade. The program requires four hours of contact per month, and mentors are paid a $300 stipend. Teachers who have previous experience but are new to the school division, are assigned "colleagues." Like the mentor teachers, these colleagues ideally are in the same grade/subject as the new teacher; their stipend is $100. In 2005, the program began providing every teacher with a copy of the book *Why Didn't I Learn This in College?* and includes a series of mixers and other social events to allow beginning and new-to-the-division teachers to meet other teachers in CCPS.

- **Mentor Teacher Training/Handbook:** A series of eight mentor meetings are scheduled throughout the school year. The meetings are state mandated, and meeting places rotate to different schools around the division. The initial meeting covers the basics of the mentor program such as roles and responsibilities of mentors, meeting dates, and a discussion of payment, recertification point awards, and related documentation.

In addition to the support of mentors and colleagues, beginning and new-to-the-division teachers are visited by retired educators who participate in the Extra Service Program. These retirees bring their collective experience as an additional resource to the novice teachers.

The U.S. Department of Education recently conducted a study on the effective characteristics of strong mentoring and support programs. These characteristics include:

- One-on-one mentoring between a novice and master teacher. Substitutes (although increasingly difficult to come by) free mentor teachers to conduct model lessons and occasional classes for new recruits.

- Observation and discussion between the mentors and teachers deepen the knowledge base about what constitutes good teaching. New teachers also visit classrooms of veteran teachers and are observed by mentors for a similar dialogue about the craft of teaching.

- Mentors who are compensated and receive opportunities for their professional growth such as becoming adjunct faculty at college campuses.

- Summer intensive orientation programs and training workshops for first-year teachers conducted before the school year begins. They provide a boost to new teachers who need some extra time and assistance to get started and become comfortable in their classrooms and subject matter.

- Program designs aligned with state standards that include the knowledge and skill sets necessary for novice teachers.

- An induction program that satisfies licensure and certification requirements and provides assistance with daily classroom issues.

FINDING

CCPS has a mentoring program that encompasses elements of the best practices identified by the U.S. Department of Education. In addition to its efforts to ensure that newly hired teachers remain in the division, the human resources department maintains excellent records on teacher turnover and the reasons behind the departures. Data are collected on why teachers leave, and the division has identified four major reasons for teacher attrition: opportunities for higher salaries in neighboring divisions, lack of building-level support, lack of opportunity for career advancement, and personal reasons (marriage, family, etc.). The division has created strategies to combat each of these reasons.

In its most recent separation of service survey, the division documented reasons given by departing employees for leaving CCPS. Exhibit 3-8 illustrates the findings from the 2005 survey.

COMMENDATION

Culpeper County Public Schools is commended for taking a data-driven approach to its retention efforts.

By carefully monitoring reasons why teachers leave the division, HR personnel can work with other central office administrators and school administrators to create working conditions that enhance teacher retention and reduce turnover.

EXHIBIT 3-8
SEPARATION FROM SERVICE SURVEY
CULPEPER COUNTY PUBLIC SCHOOLS
2004-05 SCHOOL YEAR

REASON FOR SEPARATION	NO. OF RESPONSES
LEAVE OF ABSENCE	**5**
Leave of Absence	5
RESIGNATION (VOLUNTARY)	**8**
Duties of Current Job	1
Better Opportunity for Advancement	5
Better Commute	10
Better Hours/Schedule	0
Better Salary	8
Medical Reasons	3
Moving/Relocation (Non-Work)	27
New Career Field Change	4
Pursue Other Interests	3
Marriage/Children/Family Demands	13
Unknown	13
RETIREMENTS	**13**
Retirement	13
TERMINATIONS (INVOLUNTARY)	**16**
Deceased	0
Gross Misconduct	5
Failure to Meet Licensure Requirements	2
Performance Issues	3
Non-Renewal of Contract	3
Position Eliminated	3
GRAND TOTAL	**121**

Source: Culpeper County Public Schools, 2006.

3.4   Compensation and Benefits

3.4.1   Compensation

According to a research review published by the Education Commission of the States (ECS), salary increases and financial incentives can play significant roles in teacher recruitment and retention. ECS also found evidence that the relative difference between salary levels in neighboring divisions is more important to teachers than absolute salary or even the salary differences in their own division. Other studies provide evidence that, in certain cases, working conditions may ultimately be more important to teachers than compensation. In particular, the group points to the potential effectiveness of giving teachers strong administrative support and "adequate autonomy" in their work.

FINDING

One of the keys to being competitive in recruitment efforts is salary. Each year the school division conducts a salary comparison among neighboring divisions. Exhibit 3-9 highlights the starting and ending salaries for Culpeper and comparative school divisions, as well as the number of steps in their respective salary schedules, for the 2005-06 school year.

EXHIBIT 3-9
CULPEPER COUNTY PUBLIC SCHOOLS SALARY COMPARISON
2005-06 SCHOOL YEAR

SCHOOL DIVISION	STARTING SALARY	TOP SALARY	NUMBER OF STEPS
Culpeper County	**$34,604**	**$60,768**	**20**
Fauquier County	$34,750	$69,906	30
Greene County	$34,881	$53,084	33
Fredericksburg County	$35,320	$58,866	32
Orange County	$32,500	$48,583	38
Spotsylvania County	$34,313	$62,663	36
Prince William County	$37,604	$60,768	20

Source: Culpeper County Public Schools, 2006.

The CCPS starting salary of $34,604 is comparable to that of neighboring divisions, currently ranging within $1,500 (plus or minus) of all divisions except one. The advantage to CCPS's salary schedule is the relatively small number of steps to the top. Only one of the comparable divisions has a 20-step salary schedule, with the next closest number of steps being 30. This is important to note as a recruitment incentive in that it takes less time to get to the top of the teacher pay scale, so that even though teachers may enter lower, they move up the scale more quickly. Typically each step equals one year of service, but advancement to the next higher step is dependent upon the availability of adequate funding.

The division has published salary comparison studies to keep the board of supervisors and the community at large informed as to how the salaries of its administrative, instructional, and classified employees compare with those of neighboring divisions. In the 2006-07 budget request CCPS submitted to the board of supervisors, the school division placed particular emphasis on the need to recruit and retain high-quality staff and discussed the challenge it faces with regard to keeping teacher salaries competitive with those of neighboring divisions.

RECOMMENDATION

Recommendation 3-6:

Continue efforts to maintain salary competitiveness with neighboring school divisions.

As a part of these efforts, the division should continue to make its case for suitable funding to support competitive teacher salaries through the publication of the salary studies and the budget requests to the board of supervisors.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

3.4.2 *Employee Benefits*

According to the U.S. Small Business Administration (SBA), employers offer benefits to attract and retain capable people, to remain competitive with other employers, to foster good morale, and to keep employment channels open by providing opportunities for advancement and promotion as older workers retire.

A combination of mandatory and optional benefits programs is often the most effective and efficient means of meeting employees' economic security needs. For many employers, a benefit plan is an integral part of total compensation because employers either pay the entire cost of the plan or have employees contribute a small portion of premium costs for their coverage.

FINDING

CCPS offers the following benefits to its employees:

- **Sick Leave:** Leave earned by full-time employees which may be used in event of personal illness, illness in the family and death in the family. Ten month employees accrue ten days of sick leave per year, and are permitted unlimited accumulation of sick leave.

- **Sick Leave Bank:** Upon meeting the requirements and regulations prescribed by the school board, employees may participate in a sick leave bank.

- **Funeral Leave Policy:** Employees may be absent without loss of pay and without sick leave deduction in the case of the death of a mother, father, spouse, child, brother, sister, or spouse's immediate family for a period not to exceed three days per occurrence. Additional days and all other funerals shall be charged to sick or personal leave at the discretion of the employee.

- **Annual Leave (Vacation Days):** Twelve-month employees are eligible for annual leave and are permitted to accumulate unused annual leave per school board policy.

- **Virginia Retirement System (VRS):** CCPS pays 100 percent towards VRS, which includes retirement benefits, disability retirement benefits, and life insurance benefits.

Other optional benefits available to CCPS employees include:

- **Section 125 Cafeteria Plan Flexible Spending Accounts (FSAs):** FSAs allow employees to redirect a portion of their salary to provide reimbursement for unreimbursed medical expenses (Annual Limit: $2,500) and Dependent Care expenses (Annual Limit: $5,000).

- **Medical and Dental Insurance:** Employees may apply for these additional coverages at their discretion.

- **Tax Sheltered Annuities (TSAs):** Selected vendors are authorized to offer this service to CCPS employees.

- **Northern Piedmont Federal Credit Union:** Payroll deduction is available for savings, checking, and loan payments through the credit union. Employees may also use direct deposit through the credit union. (Direct deposit into a financial institution of the employee's choosing is mandatory in the division.)

RECOMMENDATION

Recommendation 3-7:

Stay abreast of trends in employee benefits offered by other educational organizations.

This action would help to ensure that CCPS offerings are comparable with those of neighboring divisions and help to keep costs down to the greatest extent possible. Since employee compensation and benefits comprise the largest percentage of division expenses, it is critical to the sound fiscal management of the division that these costs not be allowed to escalate unreasonably.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The division has a benefits analyst charged with overseeing this responsibility.

3.5 *Professional Development*

Professional development can have an impact on student achievement. The Council for School Performance has identified the following characteristics of effective professional development programs:

- long-term programs embedded in the school year;

- active learning activities such as demonstration, practice, and feedback;

- collaborative study of student learning; and

- administrative support for continuing collaboration to improve teaching and learning.

Professional development programs should be designed and implemented for one of four major purposes:

- **Awareness/Exploration:** Describes professional development activities that address those first stages of concern/interest/ understanding regarding an innovation.

- **Skill-Building Activities:** Describes activities designed to help participants build and apply specific instructional skills; generally these activities are assumed to include follow-up coaching and support.

- **Program Improvement:** Improved performance requires both individual and team development coupled with systemic change. Program improvement occurs when individuals or teams engage in a continuous, collaborative, problem-solving process. The process involves reflection and refocusing instructional practice to improve student learning.

- **Strategic Planning/Systems Thinking:** Effective professional development and change initiatives must acknowledge that complex, interdependent relationships exist among the various aspects of an educational system. All professional development activities must share common elements; a comprehensive approach to change that facilitates effective operation and integration of all components of the system.

FINDING

CCPS has a written Professional Development Plan that is updated regularly. The plan outlines the division's Professional Development Initiative (PDI), whose goal is stated as follows:

> *The Professional Development Initiative is a collaborative effort between teachers, principals, support staff, human resources, and curriculum and instruction to enhance the professional development opportunities for all members of the Culpeper County School Division and the community. The goal of the initiative is to create the learning environment that has professional development as an integral part of our work experience. The Initiative will be shaped by a Professional Development Committee (PDC) comprised of representatives from all aspects of our organization. The PDC will be chaired by the superintendent or his/her designee.*

The plan outlines the principles of effective professional development and incorporates the adopted goals of the Culpeper County School Board and School Improvement Plans of division schools. The plan also lists and describes the division's professional development offerings, which include the following:

- **Teacher Induction Program:** Required program for beginning and new to the division teachers; includes mentoring and other coursework.

- **Study Groups:** Teacher-to-teacher professional development; focused on supporting division and school improvement needs in a flexible format.

- **Conference/Workshops:** Teacher-selected topics that are more focused on individual skills than on division or school goals; may need to be combined with other activities for the awarding of recertification points.

- **In-House Workshops:** Professional development provided by the division supporting division and school improvement.

- **National Board of Teacher Certification Standards:** A rigorous and time-consuming alternative path for teachers with three or more years of teaching experience, analogous to a master's degree.

- **Bachelor's to Master's Degree Course Reimbursement:** CCPS provides limited tuition reimbursement for teachers seeking their initial master's degree.

Other activities that earn recertification points for certificated personnel include special programs (for special education, math specialist, reading specialist); school-based faculty meetings; on-line course work; and content-specific classes.

The handbook contains all forms associated with each of the professional development activities. It also contains directions, contact names and numbers for human resources personnel, and other information needed by professional development participants.

RECOMMENDATION

Recommendation 3-8:

Post the Professional Development Plan on the human resources Web site.

The CCPS Professional Development Plan is a well-written document that outlines all goals, objectives, procedures, and contact information for inservice activities. It should be posted on the Web site to allow it to be readily accessed by school personnel and to eliminate the need to reproduce written copies when the document is updated.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

One of the characteristics of effective professional development is that it has the necessary financial resources to carry out the stated initiatives. CCPS provides funding for Standards of Learning (SOL) Teacher Training that is allocated to each of the division schools and to the central office for professional development activities. The allocation for the 2004-05 school year was $82,000. Exhibit 3-10 illustrates the distribution of professional development funding.

EXHIBIT 3-10
CULPEPER COUNTY PUBLIC SCHOOLS
PROFESSIONAL DEVELOPMENT FUNDS
2004-05 SCHOOL YEAR

SOL TRAINING FUND RECIPIENT	AMOUNT OF FUNDS
CCPS Central Office	$10,000
School-Based Distribution	$7,500
Conference Unit Distribution	$40,000
Substitute Teacher/FICA Costs	$24,500

Source: Culpeper County Public Schools, 2006.

When interviewed by MGT consultants, division and school personnel indicated that there was strong support for professional development in CCPS and that funds were available for activities in support of improvement goals.

COMMENDATION

Culpeper County Public Schools is commended for providing financial support for professional development.

Local offerings are varied and substantive, and aligned with the SOLs. Tuition reimbursement vouchers encourage pursuit of advanced degrees and commitment to professional improvement.

FINDING

CCPS provides professional development activities in support of improvement objectives at the division and school level. Each school submits a report of its School Action Plan objectives and documentation of personnel participation. The documentation form includes the following information: the number of the school improvement objective being supported; the participants' names; the name, date(s), and location of the workshop; the estimated cost; the number of days that substitute teachers will be required; and approval signatures from school and division administrators. These documents are updated each year, reflecting changes in improvement objectives and workshop participants.

RECOMMENDATION

Recommendation 3-9:

Transition to a fully on-line system of registration for professional development activities and documentation of participation.

Many divisions around the country have developed systems to allow staff to review professional development schedules, register for workshops, and evaluate the quality of the activity, all on-line. The system can then be linked to recertification files and record the points earned through workshop participation.

On-line registration allows school personnel to access the system at any time; make changes to workshop choices made previously; confirm dates, times, and locations of workshops; and submit questions for information not addressed at the site. Advantages to human resources personnel include the ability to instantly track the popularity of particular workshops and open additional sections if necessary or cancel sessions due to lack of interest or changing circumstances. E-mails could be sent to all registrants, reminding them of events, informing them of last-minute changes or cancellations, and surveying their satisfaction with activities.

FISCAL IMPACT

The division currently has a Web site on which the links to on-line registration could be embedded. This type of in-house development of an on-line registration system could be completed with existing resources

The division partners with the North TIER Consortium which already has on-line registration features on its Web site, and could explore the possibility of having the consortium host its on-line registration system, if necessary.

4.0 FINANCIAL MANAGEMENT

This chapter reviews financial management functions at Culpeper County Public Schools (CCPS). The major sections of this chapter are as follows:

4.1　Organization and Management
4.2　Accounting Services
4.3　Budgeting
4.4　School Activity Fund Accounts
4.5　Payroll
4.6　Benefits
4.7　Risk Management
4.8　Fixed Assets Management

CHAPTER SUMMARY

The finance operations of Culpeper County Public Schools are managed by the executive director of business and finance with a staff of four. The CCPS finance operations deserve commendation for the following:

- converting the CCPS chart of accounts to a logical and consistent system;

- maintaining a transparent and inclusive budget process;

- demonstrating agility in developing budget proposals without the benefit of local revenue projections;

- managing and administering school activity funds;

- creating a separation of duties between payroll and human resource functions;

- conducting appropriate risk management activities; and

- tracking technology assets and assets valued in excess of $5,000.

Smaller school divisions in Virginia can learn from some of the above-listed best practices at CCPS. There are, however, several areas of improvement that CCPS needs to consider. A growing school division has many demands on its limited resources. Though CCPS has done a good job of managing its growth and transition to more sophisticated financial operations, the recommendations included in this efficiency review should help the division meet these demands even more effectively.

These recommendations include:

- reviewing, updating, and adopting well-written finance policies and procedures;

- improving controls over school activity funds;

- centralizing banking services for all CCPS bank accounts to obtain the best interest rates and services;

- moving custodial staff payroll from the accounts payable coordinator to the payroll coordinator; and

- developing and implementing a comprehensive fixed asset system for the school division.

This chapter will focus on financial services provided by the finance department and benefits management provided by the human resources department. Purchasing, which is also under the finance department, is covered in Chapter 5.0, Purchasing. Extensive information about types of funds and expenditures for the school division will not be included in this chapter since this information is readily available in the division's annual adopted and proposed budget. The budget may be viewed on-line on the CCPS Web site at http://www.culpeperschools.org/BUDGET.

4.1   *Organization and Management*

The executive director of business and finance at the CCPS heads the finance department, as shown in the organizational chart in Exhibit 4-1. He also oversees maintenance and food services. In the finance department, he oversees budgeting, payroll, accounting, and purchasing. This includes a staff of four: one budget analyst, a payroll coordinator, an accounts receivable coordinator, and an accounts payable coordinator.

EXHIBIT 4-1
CULPEPER COUNTY PUBLIC SCHOOLS
FINANCE DEPARTMENT ORGANIZATION CHART
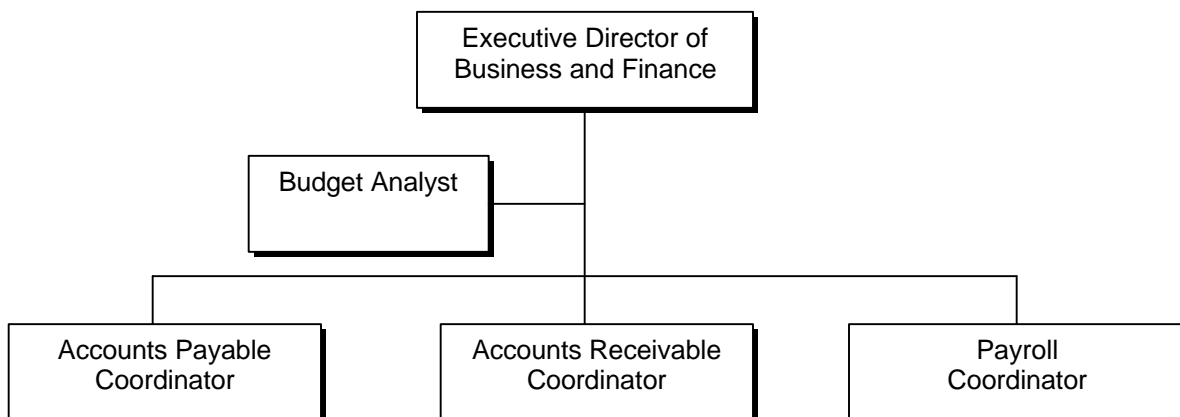
Source: Culpeper County Public Schools, Finance Department, 2006.

Exhibit 4-2 compares percentage of receipts for CCPS and its peer school divisions by funding sources. CCPS received a higher than average percentage of its revenues from local sources, and a correspondingly lower percentage from all other sources. CCPS's *2006-07 Budget Proposal* states that per pupil spending, at $7,850 in the current fiscal year, is lower than three of its four bordering counties.

EXHIBIT 4-2
RECEIPTS BY FUND SOURCE
PEER SCHOOL DIVISIONS
2003-04 FISCAL YEAR

SCHOOL DIVISION	TOTAL STUDENTS	TYPE OF FUNDS				
		SALES AND USE TAX	STATE	FEDERAL	LOCAL	OTHER, INCL LOANS, BONDS
Culpeper County	**6,489**	**8.38%**	**35.40%**	**5.72%**	**47.32%**	**3.18%**
Gloucester County	6,149	7.84%	36.72%	5.68%	33.81%	15.94%
Prince George County	6,236	8.75%	48.84%	10.42%	28.08%	3.91%
Shenandoah County	5,954	9.54%	42.22%	6.29%	37.69%	4.28%
Fauquier County	10,742	7.77%	21.59%	3.87%	63.45%	3.32%
Rockingham County	11,249	9.88%	38.44%	6.90%	40.31%	4.47%
Division Average	**7,803**	**8.69%**	**37.20%**	**6.48%**	**41.78%**	**5.85%**

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

The school food service funds are not appropriated by the county but rather are made up of cafeteria sales, federal free and reduced lunch funds, and state funds. This program is administered by CCPS with funds deposited in a bank account managed by the executive director of business and finance.

The Culpeper County Treasurer is the locally elected constitutional officer who performs the banking functions for the division. The treasurer manages cash and investments for CCPS; therefore, the function is beyond the scope of this review.

4.2   *Accounting Services*

FINDING

Like all Virginia school divisions, CCPS is a fiscally dependent school division and depends on the Culpeper County Board of Supervisors to appropriate its funds. This relationship leads to joint discussions on issues of common interest to both entities as well as local taxpayers.

One recent subject of discussion has been the consolidation of certain functions at both entities. As a result of these discussions, the CCPS Finance Department has had the opportunity to perform a self-review of its organizational structure, procedures, and policies. The final report, *Culpeper County Government, Department of Human Services, Culpeper County Sheriff and Culpeper County Schools Functional Consolidation, August 2, 2005*, outlined the process for the functional consolidation between the school division

and the county. This included an implementation schedule deadline of November 2005 for amending the chart of accounts for CCPS to make it consistent, logical, and compatible with the county's accounting system.

Consequently, the finance department worked on streamlining and creating transparency in the general ledger and the school division accounting system by revising its chart of accounts into a logical system by cost centers, and removing inconsistencies. This conversion expanded 1,500 accounts to 3,200 accounts.

As of November 2005, with the fully implemented conversion, all newly assigned account numbers are now consistent in their designation. They provide the level of detail necessary for school board oversight. This makes the school division's budgets more transparent and accessible to others, including internal finance staff, employees in the schools and departments, the county, and the public at large.

This information by cost center is available on the CCPS Web site. For the first time, the general, taxpaying public can see how CCPS is funded and how those funds are allocated. This cost center detail provides costs at the individual school level, overall maintenance costs for the division, special education costs, and detailed salary information.

COMMENDATION

Culpeper County Public Schools is commended for converting its general ledger to a consistent and detailed system of cost center-based accounts that enhance transparency and financial accountability within the school division.

FINDING

CCPS has several dedicated, long-serving employees in the finance department who know the system and procedures very well. Having worked for CCPS when it was a smaller school division or in the recent transitional mode, each employee has some cross-training or knows the procedures well enough to serve as a backup to another person for various finance department functions.

Like many small school divisions, however, CCPS does not have written policies and procedures for most finance-related functions. Although several specific policies have been adopted by the school board or the superintendent, and guidance is available through the *Code of Virginia*, CCPS does not have any written procedures.

Effective school financial management is based on sound, clearly written, legally valid policies that are consistent and up-to-date in their relevance. Documenting step-by-step procedures for implementing these policies or performing tasks that respective staff know very well may seem unnecessary and needlessly bureaucratic. Well written and organized procedures are important, however, for several reasons:

- They protect institutional knowledge so that when experienced employees leave, new employees have a "road map" for performing their duties. Sometimes long-time employees have to temporarily or

permanently leave their positions due to unexpected circumstances such as sudden illness, death, spousal job transfer, etc.

- They ensure that board adopted policies and statutory requirements are implemented.

- They facilitate training for new employees.

- The act of documenting current procedures is itself useful as a tool for process engineering. By questioning the validity and appropriateness of long-standing procedures, CCPS may be able to improve on them. In particular, CCPS may be able to improve internal controls.

RECOMMENDATION

Recommendation 4-1:

Review and update policies for the finance department and establish a process for creating well written and organized procedures with periodic reviews and regular updates.

CCPS should review all its financial policies for relevance and amend, remove, or add policies as necessary. This should include a system for regular updates as well as periodic reviews. Similarly, over the next year, the division should set up an implementation schedule to formally document all finance department procedures and establish a system for regular updates. CCPS should use this implementation process to achieve the above-stated goals, incorporate internal controls, and remove unnecessary procedures.

FISCAL IMPACT

This recommendation can be accomplished with existing resources although it will require dedicated staff time to implement. However, it will help the school division remain in compliance with its own policies and statutory requirements and obtain favorable audits.

4.3   *Budgeting*

FINDING

Efficiently run school divisions require sound financial practices to support the delivery of educational services. A school division with a rapidly growing student population needs established systems and sound financial management that can accommodate change. This includes:

- well defined policies and procedures;

- a system that effectively allows goals and policies set by the school board to be implemented through sound budgeting processes and allocations;

- internal controls;

- an effective budget development process that allows for stakeholder input from within the school, from parents, and from taxpayers;

- a transparent process that clearly shows where and how resources are allocated;

- favorable audits from external auditors;

- credible and accurate projections; and

- readily available, regular reports on revenues and expenditures.

A small school division cannot be expected to have all processes and procedures in place as a larger school division is able to do with more staff and resources. Despite its relatively limited resources, CCPS has managed to establish many of the practices that show sound financial management. An effective budget process allows stakeholders—principals, teachers, staff, administrators, parents, and taxpayers—to participate effectively in the development, implementation, and evaluation process. This improves decision making and results in a budget that is easier to read and more likely to be implemented as planned.

CCPS has an effective budget development process that meets the above criteria. The budget schedule, proposed budget, and school board goals are posted on the CCPS Web site (http://www.culpeperschools.org/BUDGET/). Besides the statutorily required public hearing and distribution of a well laid out and informative budget brochure to all parents, in spring 2006, the superintendent has held two meetings at each school, one for all school employees and the other for parents to discuss the CCPS budget proposal for fiscal 2007.

COMMENDATION

Culpeper County Public Schools is commended for its transparent and inclusive budget process that provides extensive and readily accessible budgetary and expenditure information for the school division.

FINDING

CCPS, like all Virginia school divisions, is a fiscally dependent school division. Such fiscal dependency requires a good working relationship and understanding between the two entities so that school funding is managed adequately.

Under this fiscal dependency, the school division undertakes its own budget process. The school board follows a budget calendar to adopt the budget before the end of the current fiscal year. To allow for adequate input from the public and all stakeholders, CCPS needs to start the process early enough for the budget to be adopted before the end of the fiscal year each June.

For 2006, CCPS has a budget calendar that was adopted by the school board. Accordingly, the superintendent made his budget request to the school board in a presentation on January 9 and presented the budget proposal to them on January 15. A month later, the school board adopted the final budget proposal for submission to the board of supervisors. During March and April, the board of supervisors considers the budget and takes public comments. They will presumably adopt it as part of the overall county budget. Throughout this process, however, the school division has proposed its budget without the benefit of a revenue projection from the county.

Revenue projections are an important part of the budget process when the school division deliberates how to allocate limited resources among numerous priorities. Since 2001, CCPS has been taking its budget proposal to the board of supervisors without a county-provided revenue estimate for the county's portion of the school division appropriation.

COMMENDATION

Culpeper County Public Schools is commended for its agility in adopting its budget proposal for submittal to the board of supervisors without the benefit of revenue estimates from the county.

FINDING

Fiscal dependency of the school division on the county requires a good working relationship and understanding between the two entities so that school funding is managed adequately to serve the best interests of the school division, county, and local taxpayers.

CCPS is currently facing growth in student population with population projections for the county showing steady increases. Such projected growth requires good planning to meet future needs for increasing budgets, funding, and capacity. Exhibit 4-3 shows the steady growth in Average Daily Membership (ADM) over the past five years along with the corresponding growth in budgeted and actual expenditures in local funding from the county.

EXHIBIT 4-3
FIVE-YEAR TRENDS
AVERAGE DAILY MEMBERSHIP AND LOCAL FUNDING FROM THE COUNTY

FISCAL YEAR	AVERAGE DAILY MEMBERSHIP	LOCAL FUNDING IN MILLIONS	
		BUDGETED	ACTUAL
2001	5,609	$16.06	$14.67
2002	5,775	$17.11	$16.32
2003	6,013	$18.17	$17.53
2004	6,165	$20.85	$18.66
2005	6,396	$22.75	$19.84

Source: Culpeper County Public Schools, 2006.

To allow for better long-term planning and predictability for school divisions, many counties and cities have worked out various forms of revenue sharing for their fiscally dependent school divisions.

There are many models for such a revenue sharing relationship. Two good examples are:

- York County Public Schools, where by mutual, long-standing agreement, the County of York uses a budget formula to appropriate to the school division the same increase in funding as the increase (or decrease, as applicable) in the county's annual projected General Fund revenue; and

- Manassas Park City Schools, which by joint resolution with the City of Manassas Park adopted a five-year budget planning agreement that laid out terms for revenue sharing.

RECOMMENDATION

Recommendation 4-2:

The school board should work with the board of supervisors to determine a mutually acceptable revenue sharing formula and a timeline for receiving revenue projections early in the annual budget cycle.

The county and the school division have been working together for over a year exploring consolidation of various functions to gain efficiencies and obtain cost savings. This model should be adapted to work on a mutually beneficial revenue sharing agreement.

The school board should collect various examples of revenue sharing and longer-term budget planning agreements among Virginia school divisions and request to work with the board of supervisors to come up with a revenue sharing agreement proposal that provides predictability for schools, allows long-term planning for both entities, and is beneficial to everyone, including the taxpayers of Culpeper County.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

4.4 *School Activity Fund Accounts*

School activity funds comprise funds for numerous extracurricular school activities, groups, and clubs at each school for the benefit of that school. These extracurricular activities include entertainment, athletics, clubs, yearbook sales, band activities, and fund raisers. Funds collected from these activities are held for student use. The principal at each school has authority and oversight over the school activity funds. The bookkeeper/secretary at each school assists the principal in managing the school activity funds.

Chapter 240, Section 20 of Virginia's Administrative Code states the following in regard to school activity funds:

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

FINDING

CCPS has eight schools, and at each one the principal or the school secretary/book keeper is responsible for collecting and disbursing funds and maintaining proper bookkeeping and reporting.

In fiscal year 2005, cash receipts in school activity funds ranged from a low of over $58,000 for Farmington Elementary to a high of nearly $750,000 at Culpeper High, and cash disbursements ranged from a low of about $55,000 at Pearl Sample Elementary to over $593,000 at Culpeper High.

Although funds are collected and maintained at the school level and kept in individual school bank accounts, the school board is responsible for providing adequate oversight and accounting for these funds. Each school is required to maintain a record of all receipts and disbursements in accordance with the Principal's Manual of Accounting Procedures for Student Activity Funds.

The annual teacher's handbook that each school gives to every teacher further provides guidelines for teachers for handling school activity funds. Each school can have multiple individual accounts, from around 10 at the elementary school to over 90 at the high school.

The finance department receives monthly reports from each school. Due by the 15th of the month, these reports are reviewed by both the accounts receivable coordinator and the finance director. The finance director also trains each new bookkeeper in administering school activity funds.

COMMENDATION

Culpeper County Public Schools is commended for compiling and making the Principal's Manual of Accounting Procedures for Student Activity Funds available to schools, for providing guidelines for handling student activity funds through the annual teacher's handbook, and for reviewing monthly reconciliation reports from each school.

FINDING

The independent auditors' report for fiscal years 2004 and 2005 stated that CCPS had no material weakness in its internal control over financial reporting. Further, there were

no findings of noncompliance that were required to be reported under the Government Auditing Standards issued by the Comptroller General of the United States.

However, the auditors noted "certain matters involving the internal control structure and its operation" in both 2004 and 2005 that were reported to the Culpeper County School Board. These included:

- *Instances of disbursement checks with only one signature;*

- *Errors in posting transactions during the year at Sycamore Park elementary school that resulted in inaccurate monthly reporting to the School Board;*

- *Improper handling of gate receipts and lack of proper ticket control;* and

- *Errors and delays in daily recording of transactions at Floyd T. Binns Middle School.*

The MGT review team identified a model school accounting manual prepared and used by the Salt Lake City School District (SLCSD). The manual was prepared by staff at SLCSD and addresses school activity fund responsibilities for principals, school bookkeepers, and central office accounting staff. The manual also provides detailed information regarding school activity fund policies.

In addition to spelling out specific procedures to ensure a system of sound internal controls, Salt Lake City's manual contains procedures to ensure uniformity of reporting. For instance, procedures for establishing and using standardized charts of accounts, bad check procedures, and purchasing processes outline specific requirements for all schools to follow.

The Salt Lake City School District makes its accounting manual available electronically so that all users have convenient access to the most current version. That school district's manual can be located on the Internet at http://www.slc.k12.ut.us/depts/accounting/manual/tablebus.htm.

RECOMMENDATION

Recommendation 4-3:

Implement procedures to improve controls over the division's school activity funds.

By implementing controls and improved procedures over school activity funds, the division will improve the accountability for these funds and eliminate audit notes and recommendations in the annual auditors' report. This should include:

- updating the school activity fund manual with appropriate internal controls for all school bookkeepers;

- training all school bookkeepers in use of the manual;

- implementing accounting software or some uniform tracking system for use in accounting for school activity funds;

- reviewing all activity fund bank reconciliations and activity reports monthly; and

- expanding the current monthly reviews of each school activity fund report by the finance department to include regularly scheduled interim reviews of activity fund purchase orders and disbursements to detect errors and irregularities in a timely manner.

FISCAL IMPACT

Implementing controls and improving procedures including updating the current manual, establishing a uniform system of bookkeeping, and training all bookkeepers will require increased staff time. However, these actions would not result in significant additional costs.

FINDING

CCPS, as a fiscally dependent school division, depends on the Culpeper County Treasurer, as the locally elected constitutional officer, to perform school banking functions for the division. School activity funds, however, are held and administered by each individual school. Accordingly, each school makes its own banking arrangements. Although all accounts are held at only two banks in Culpeper, the types of accounts held by each bank varies, as illustrated in Exhibit 4-4.

Currently the schools do not pay any banking fees. However, it would be beneficial to each school and for reporting and oversight purposes if all the school activity funds were at the same bank in interest-bearing accounts. Although school activity funds are managed by individual schools, a central banking service agreement would be beneficial to CCPS.

EXHIBIT 4-4
BANKING SERVICES FOR SCHOOL ACTIVITY FUNDS

SCHOOL ACCOUNT	BANK	TYPE OF ACCOUNTS
Culpeper County High	Second Bank & Trust	Business Interest Checking Account, Non personal Money Market Account, Six Month Nonpersonal CD Account
Culpeper Middle	Wachovia	Business Choice Account, Money Market Savings Sweep Account
Floyd T. Binns Middle	Second Bank & Trust	Business Interest Checking Account
A.G. Richardson Elementary	Second Bank & Trust	Non Profit Checking Account
Emerald Hill Elementary	Second Bank & Trust	Interest Checking Account
Farmington Elementary	Second Bank & Trust	Business Advantage Checking Account
Pearl Sample Elementary	Second Bank & Trust	Business Advantage Checking Account
Sycamore Park Elementary	Second Bank & Trust	Non Profit Checking Account

Source: Culpeper County Public Schools, 2006.

RECOMMENDATION

Recommendation 4-4:

Culpeper County Public Schools should take banking services proposals from local banks and consider moving all school activity accounts to one bank that offers the best interest-bearing accounts and services.

CCPS should take proposals from local banks and negotiate the most favorable rates and services for the schools. This negotiation should include exploring on-line access to accounts for appropriate personnel at individual schools, departments, and finance department staff. Banking for the food services account should also be part of this negotiation.

FISCAL IMPACT

This recommendation could provide higher interest earnings on the school activity funds, but more importantly, it would make the tracking, financial reporting, and auditing of these funds easier. The initial dedication of time to obtain bids, negotiate, and potentially change accounts should, however, provide eventual savings in staff time for financial reporting and for auditing purposes.

4.5 *Payroll*

The finance department at CCPS is currently in a transition mode where the department staff, HR, and the school division's counterparts at the county are improving processes and automating tasks. The finance department staff are conscientious and meticulous in carrying out their duties in running the payroll. The processes have adequate checks and balances. The system, however, is largely manual for timekeeping and leave accounting.

The payroll coordinator receives leave forms with the name of substitute teachers for all teachers. Separate sheets for substitute teachers are received as well. Similarly, for all non-teaching staff, leave sheets are approved and turned in to the payroll coordinator. The payroll coordinator manually types in all leave accounting from these leave forms.

FINDING

Until 2005, CCPS had one person performing both payroll and human resources functions. When a school division is small, there are fewer administrative employees, but they have multiple responsibilities. Although CCPS does not have any documented or alleged problems from the lack of separation of duties, setting up separation of duties between the HR and payroll function protects the employee from potential allegations and the school division from potential abuse or fraud.

In 2005, CCPS separated the HR and payroll functions between two employees in two different departments: HR and finance. In addition, CCPS implemented the HR module of the Bright and Associates, Inc. software in August 2005 so that HR and payroll

systems are now tied together in the AS/400 system. Prior to this, the HR system was an MS Access-based database that was not tied to payroll.

COMMENDATION

Culpeper County Public Schools is commended for creating the separation of duties between HR and payroll and for implementing the HR module of the Bright and Associates, Inc. system that allows the link to the payroll system.

FINDING

During the past year, the finance department has been streamlining its processes and reassigning tasks among its small staff. For the most past, these changes allow the finance department to function more efficiently. The payroll coordinator currently processes all payroll except for custodial staff (16 FTEs). The payroll run, however, is made by the payroll coordinator in two batches, for food service employees and for all remaining school employees.

The schools are responsible for time keeping for custodial staff. This means that each principal signs off on the timesheets for custodians at their respective schools, and these are then submitted to the accounts payable coordinator.

Recommendation 7-14, *Hire a half-time custodial supervisor who would report to the Director of Maintenance*, if implemented, would result in a shift of supervisory duties from individual principals to one custodial supervisor. It would also benefit the principals to have these timekeeping and leave accounting functions shifted from their responsibility.

RECOMMENDATION

Recommendation 4-5:

Move custodial staff payroll to the payroll coordinator to allow for efficient and streamlined processing for all payroll.

This recommendation would be quite simple to implement. The payroll coordinator already knows how to process custodial payroll. As she implements the recommendation, it would be useful for her to evaluate ways to streamline current processes. The custodial supervisor would then process timesheets in the same manner as other division employees.

FISCAL IMPACT

There is no significant fiscal impact associated with this recommendation. Time saved by the principals would allow them to shift their attention to instructional duties. Increase in time for the payroll coordinator would be minimal, as she handles about 1,400 payroll checks each month.

4.6   Benefits

FINDING

The human resources department at the school division oversees benefits administration. A new employee was hired in the summer of 2005 to oversee the benefits function. The benefits coordinator interacts with division employees and provides direct assistance to division employees and retirees from enrollment through termination of benefits and all transactions in between. CCPS offers a wide array of benefits to its employees and retirees. These include health and dental plans, flexible spending accounts, Tax Sheltered Annuity (TSA) plans, and Aflac disability and cancer plans.

The HR and finance departments are still undergoing the separation of duties and realignment of responsibilities begun in 2005. Several benefits-related functions remain the responsibility of the payroll coordinator. These include:

- setting up a spreadsheet for health and dental benefits for all CCPS covered employees and retirees;

- reconciling these against monthly bills received from the insurance benefit providers; and

- reconciling with the Virginia Retirement System (VRS) for retiree benefits.

RECOMMENDATION

Recommendation 4-6:

Move the function of tracking and monthly reconciling of benefits from the payroll coordinator to the benefits coordinator.

This recommendation can be implemented as soon as the HR department adjusts to the newly implemented HR module and any new personnel realignments, and once the payroll coordinator trains the benefits coordinator.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

4.7   Risk Management

Risk management is the process by which school divisions establish risk management goals and objectives, assess and monitor risks, and select and implement measures to address risks in an organized and coordinated way. Although CCPS does not have a specific risk management office, this responsibility lies with the director of finance and business.

FINDING

CCPS carries its liability insurance through the Virginia Municipal Self Insurance Association's Virginia Municipal Liability Pool; its Workers' Compensation Policy through the School Systems of Virginia Group Self Insurance Association; its employee health and drug plan through Anthem; and its dental plan through Delta Dental. CCPS satisfactorily completed a risk assessment minimum guidelines review this past year. The school division issues an RFP every three years unless higher than average rate increases demand an earlier issuance of an RFP for competitive quotes.

CCPS also uses a health advisory committee made up of county and school division employees including the county HR and risk manager and the CCPS finance and HR directors. This committee evaluates employee health insurance coverage and recommends type and level of benefits.

COMMENDATION

Culpeper County Public Schools is commended for using a health advisory committee to evaluate employee health insurance coverage; for issuing periodic RFPs to find the most competitive rates and services for the school division and its employees and retirees; and for conducting a risk assessment.

4.8 *Fixed Assets Management*

Fixed assets for a school division include all properties, vehicles, equipment, and building contents. Accounting for all these assets requires continuous tracking as new ones are added and old ones disposed of and deleted from the list. There are several important reasons for identifying, inventorying, and managing fixed assets:

- Fixed asset records provide a basis for appropriate and adequate insurance coverage, and for financial reporting.

- Systematic physical inventory of fixed assets provides the basis for surveying physical condition of assets and the need to repair, maintain, or replace these items.

- Periodic assessment of the inventory's capacity to meet current and future needs is useful for budgeting and planning.

- Regular physical inventory provides information on loss or damage of assets and makes it possible to implement adequate controls to recover lost property or reduce losses and damage.

- A well-managed and well-recorded system demonstrates accountability and meets reporting requirements.

FINDING

CCPS is a growing school division with eight schools and a central administration office. As such, the division has substantial assets that include furniture, equipment, and technology resources such as computers and servers.

In 1998, the school division, along with the County of Culpeper, contracted with an outside appraisal company to inventory all properties. The school division, at that time, received a list of assets from the appraisal company.

CCPS currently maintains a fixed asset inventory for items worth more than $5,000. This inventory is updated annually, and the school division reports this data to the county for inclusion in the county's Comprehensive Annual Financial Report (CAFR) for meeting Government Accounting Standards Board, Statement No. 34 requirements.

The information services and technology department inventories technology assets, including those that are less than $5,000 in value. This includes PCs, monitors, printers, and scanners. All these technology assets are bar coded. The technology department also had a bar code scanner for tracking this inventory, but it was stolen and is expected to be replaced next year. The technology department works with the schools to maintain and track technology assets inventory at each one.

The libraries at every school also maintain an inventory of audiovisual equipment and library books.

COMMENDATION

Culpeper County Public Schools is commended for tracking all school division technology assets and for tracking other assets valued in excess of $5,000.

FINDING

CCPS financial statements are audited as part of those of Culpeper County. CCPS, as a fiscally dependent school division, is audited as a discrete component unit of Culpeper County. In the two most recent audits, 2004 and 2005, the independent auditors had no findings. However, in 2004, for the 2003-04 fiscal year, there was an audit note related to capital asset additions. The auditors found that:

> *…capital asset additions were recorded in bulk for computers and furniture and fixtures rather than recording individual asset costs. The adopted Capital Assets Accounting Policies and Procedures, which was prepared for the Board of Supervisors and the School division require an asset, states that capital assets are to be recorded when an asset costs $5,000 or greater. Established procedures require an asset to be identified as to its location, tag number, serial number, item/model description and other individual components which cannot be tracked in bulk.*

The auditors recommended that the school board adhere to the adopted Capital Asset Policies when recording capital asset additions. Although CCPS seems to be following these policies, policies themselves are not available at the school division. In response

to a request from MGT for this review, the school division was able to obtain a copy of the Capital and Expense Policy from the county. This copy, marked draft, has yet to be formally adopted by CCPS.

RECOMMENDATION

Recommendation 4-7:

Formally obtain and adopt the Capital Assets Accounting Policies and Procedures and implement them for existing and new assets worth in excess of $5,000, amending the policies to meet current requirements.

CCPS should obtain the Capital Assets Accounting Policies and Procedures referenced in the audit note from the county. Further, CCPS should find out if the Capital and Expense Policy marked draft and received from the county is the same as or part of the Capital Assets Accounting Policies and Procedures. This document should be reviewed for its relevance to current practices, adopted policies, and applicable statutes and formally adopted by the school board for accounting of all capitalized assets valued in excess of $5,000.

FISCAL IMPACT

There is no fiscal impact associated with this recommendation.

FINDING

CCPS has guidelines for how each school must inventory and track all technology and audiovisual equipment. The guidelines require the schools to keep this information updated and also to provide a copy of individual school technology assets to the technology director for the division's master technology asset database.

For non-technology assets, such as furniture, each school maintains its own list. Unlike technology assets, these assets are not bar coded. Textbooks are received at each school according to the adoption cycle. A textbook inventory for each teacher is maintained at the school.

Although technology assets are well tracked, CCPS does not have any one individual who is responsible for ensuring that all assets, including computers, furniture, and equipment are uniformly labeled, recorded, and tracked.

CCPS does have fixed asset policies and procedures that cover issues such as disposal of surplus items, including technology items, a standard form with instructions for school inventory of technology assets and AV equipment, and general policy requiring inventory of school property for insurance purposes and reporting of loss or damage. The policies, however, do not cover non-technology items and safeguarding of assets. As CCPS continues to grow, it needs to have systems in place to protect its growing assets and show accountability for its assets.

School divisions that have sound fixed assets management systems with adequate controls are better able to protect their investments in furniture, equipment, and other valuable items and are able to identify missing or stolen assets in a timely manner. York

County Public Schools (YCPS), another Virginia school division, has a well-managed fixed assets system. The division uses a Web-based asset management system that can be accessed from anywhere on the Internet. The system allows for adding, deleting, and modifying asset data. The assets database can be customized for multiple purposes, including insurance and accounting.

All assets valued in excess of $500 are tracked using this system. In addition, all assets in excess of $5,000 in value are tracked for the purpose of the annual reporting of Fixed Assets/Equipment Inventory in its CAFR. YCPS's finance department personnel work with the warehouse/property services personnel to ensure integrity of fixed asset data so that the finance department can effectively track, maintain, and report on fixed asset financial information. The division uses a barcoding system for asset management where each asset is identified with a barcode label that is affixed uniformly to the asset. For technology assets, the vendors are provided with labels to affix to items prior to delivery.

The asset management staff provides information to the division employees on identifying and inventorying assets. Annual physical inventories are conducted to account for all assets in the division. An elaborate system is used to assign each asset to a physical location, with specific procedures for assigning location changes.

All schools and departments are provided a schedule in advance, with instructions on what to do prior to the annual on-site inventory review. Newly acquired assets that lack labels are barcoded at this time. Each school and department is also provided with a missing items report on an annual basis to help in accounting for all assets.

RECOMMENDATION 4-8:

Develop and implement a comprehensive fixed asset tracking system for identifying, inventorying, and managing all school division assets.

The technology department already has a system for tracking assets. This system needs to be expanded to all assets, preferably those of a greater value of $500 or $1,000, to be determined by the school division. The finance department should have primary responsibility for asset management. The main departments conducting physical inventories would be technology and maintenance. Finance department staff should maintain the master database and add assets to the existing database; the current database already includes inventory from the 1998 inventory appraisal. The technology department policies and procedures need to be adapted to allow for inventorying and tracking non-technology assets. The process for identifying, labeling, and inventorying assets should be clearly identified in the Fixed Assets Procedures Manual. CCPS should adopt a schedule to phase in the labeling of all existing valued non-technology assets during the summers and use the new procedures for all new acquisitions of valued assets. Specifically, CCPS should ensure that new procedures outline and address the following:

- responsibilities at the school level, at each departmental level, with specific guidelines for the technology, warehousing and maintenance departments;

- labeling of all valued assets when received using a bar code system;

- inventory of all assets on an annual basis;

- use of the annual inventory results for obtaining insurance rates;

- identification of inventory shrinkage, real or from data entry errors, and use of internal controls to address it; and

- expansion of the current superintendent's policy on inventory to all departments and to all assets.

FISCAL IMPACT

This recommendation can be implemented with existing resources. It would, however, be beneficial to purchase the bar code scanner in this fiscal year. Hiring a warehouse supervisor as advised in Recommendation 7-7 would allow the school division to have a designated person in charge of maintenance and grounds equipment inventory. This supervisor, and his staff could help manage the labeling of all existing non-technology valued assets.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-2011
Purchase a Bar Code Scanner	($1,200)	$0	$0	$0	$0

5.0 PURCHASING

This chapter reviews the purchasing, warehousing, and contract management of Culpeper County Public Schools (CCPS). The chapter includes two sections:

5.1 Purchasing Processes and Procedures
5.2 Cooperative and Collaborative Purchasing

CHAPTER SUMMARY

Purchasing policies are unclear and apparently inconsistent; CCPS should clarify them. CCPS should also stop requiring principals to come to the central office to sign purchase orders each month, and institute a centralized purchasing card program for small purchases. CCPS and Culpeper County should consider consolidating their purchasing and warehousing functions.

5.1 *Purchasing Processes and Procedures*

Virginia school divisions are required to follow the Virginia Public Procurement Act (VPPA). Small school divisions do not always have the in-house resources to follow regulations governing purchasing and procurement of goods. For a fee, the Virginia School Board Association (VSBA), through its Comprehensive Policy Services, provides its subscribers with easy access to policies that are based on state and federal laws and regulations, case law, State Board of Education policies, and Department of Education regulations and procedures. CCPS has adopted several VSBA policies on purchasing, and has posted these on its Web site. The finance department and the superintendent have authority to encumber the school division for purchases and services.

CCPS's purchasing functions are governed by the following policies:

- DJ – Small Purchasing
- DJA – Purchasing Authority
- DJF – Purchasing Procedures
- DJ-R1 – Local Purchasing

Policy DJF states that the division shall act in accordance with the VPPA regarding its procurement practices, while policy DJA specifies that the superintendent may authorize a qualified employee to serve as purchasing agent.

At the school level, the teacher's handbook provides procedures for purchasing, including those for purchases made with school activity funds. Purchases using either appropriated funds or school activity funds require approval by a department head and the principal.

EXHIBIT 5-1
CULPEPER COUNTY PUBLIC SCHOOLS
PURCHASING PROCEDURES BY DOLLAR VALUE

DOLLAR VALUE OF PURCHASE	PURCHASING PROCEDURE
Below $1,000	Noncompetitive.
$1,000 to $3,000	Open market bids, but may solicit three telephone bids.
Between $3,000 and $30,000	Requires three written quotes.
$30,000 and above	Sealed Competitive Bidding, requires school board approval for nonprofessional services.
Any amount	Competitive negotiation for professional services.

Source: Culpeper County Public Schools, April 2006.

COMMENDATION

Culpeper County Public Schools is commended for adopting policies that govern purchasing and for providing policies and procedures for purchases at the schools in the annually updated teacher's manual.

FINDING

The policies listed in Exhibit 5-1 provide guidance for CCPS employees in making purchases. The small purchasing policies, however, are inconsistent.

The small purchasing policy, Policy DJ, adopted June 14, 2004, states:

The competitive bidding (or competitive negotiations) requirements do not apply to purchase of goods, services other than professional services, insurance or construction single or term contracts, the cost of which is in the aggregate or the sum of all phases is not expected to exceed $50,000 and that are not otherwise exempt from competitive sealed bidding or competitive negotiations. Purchases under this exception that are expected to exceed $30,000 shall require the written informal solicitation of a minimum of four bidders or offerors.

The Culpeper County School Board may purchase single or term contracts for professional services if the aggregate or sum of all phases is not expected to exceed $30,000 without undertaking competitive bidding by adopting written procedures for such purchases. However such small purchase procedures shall provide for competition wherever practicable.

The Policy on Local Purchasing, Policy DJ-R1, approved by the superintendent on December 18, 2003, states that nonprofessional purchases of $30,000 or greater shall be made in accordance with a written invitation to bid and lays out terms for this process. This policy is in direct conflict with Policy DJ for nonprofessional services valued at $30,000 to $50,000.

Policy DJ is confusing to interpret and conflicts with adopted language for Policy DJ-R1.

RECOMMENDATION

Recommendation 5-1:

Review adopted purchasing policies for consistency and compliance with the Virginia Public Procurement Act, and adopt amended, clearly written purchasing policies that are supported by well structured procedures.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The CCPS School Board currently assigns two board representatives each month to review all school division bills before each monthly board meeting and to recommend school board action to fellow board members on payment of bills. Occasionally there is more than one monthly meeting, especially in June when the board approves end-of-year expenditures. For this school board review and action, each month the accounts payable coordinator compiles a list of all accounts payable items by name of payee, a description of the good or service paid for, associated check number and date, and the amount. For example:

ATX Communications – Telephone/Fax Charges   *$3,650.02*
   Check No. 533766, Dated January 26, 2006

One such list, on the February 13, 2006, school board meeting agenda, was 35 pages long. After the meeting and the approval of the items, the chair of the school board and the executive director of business and finance were required to provide approval certification signatures in 21 places for specific categories of bills. For example, they had to certify two items for *alternative education* totaling $164.54, four items for *preschool initiative* totaling $203.58, and 218 items totaling $281,120.35 for *bills paid as of February 13, 2006.*

Currently the AS/400 system provides an automated report for accounts payable entries but it does not have the description for each item. In the past the board was asked if they liked reviewing this automated report, referred to as a prelist. The board, however, wanted the descriptive list. Typing this list takes the accounts payable coordinator a minimum of four hours each month as she types in each item into an MS Excel spreadsheet. The two assigned board members also have the PO backup paperwork to review if they so request.

The Virginia Education Code, § 22.1-122, states, in part:

[A] school board shall examine all claims against it and, when approved, shall order or authorize the payment thereof. A record of such approval and order or authorization shall be made in the minutes of the school board.

This above statutory requirement explains some of the current practices at CCPS that require board approval of all claims or accounts payable of the school division. This statute, however, also states:

> *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 school board.*

This statutory authority to appoint an agent allows the board to delegate the authority for approval of the accounts payable items. School board members make up the official governing body for a school division with responsibilities for policy making, budget approval, providing public accountability and appropriate oversight, while delegating authority for the administration of the schools to the superintendent. Whereas review of all POs and accounts payable items for the school division makes sense for a school division that has limited staff and needs to rely heavily on its school board to provide adequate checks and balances, this is no longer the case for a school division with the staff, resources and size of CCPS. The school board has far more vital and pressing demands on its time than reviewing and approving hundreds of bills each month. This is better accomplished when this responsibility is delegated to the superintendent and the board retains oversight through adoption of proper policies and procedures with adequate checks and balances.

RECOMMENDATION

Recommendation 5-2:

Appoint the superintendent and the executive director of business and finance as the school board's agent and deputy agent, respectively, to examine and approve all school division claims on its behalf, and eliminate the monthly compilation of accounts payable items and review of every item by school board member representatives.

The superintendent should review the Virginia Education Code, § 22.1-122 and prepare a resolution for consideration and approval by the school board delegating its authority as provided for in section 22.1-122.B to the superintendent and the executive director of business and finance. Removing review of accounts payable at this detailed level would remove the involvement of the board at this low level of management that should otherwise be a delegated administrative authority. Further, the superintendent should adopt policies and procedures to allow for broad school board oversight over this function so that the board can have assurance over proper spending of school division funds.

FISCAL IMPACT

There would be no significant fiscal impact from implementing this recommendation. It could, however, have significant impact on where the board spends its valuable time. Implementing this recommendation would allow the school board to dedicate more time

to policy making, oversight and governance of the school division as appropriate for their role.

The accounts payable coordinator and other finance department staff will experience savings in time from compiling monthly descriptive spreadsheets, compiling paperwork for POs and being available for board member representative reviews before each board meeting. The finance department staff and the superintendent may see an increase in time spent through the delegated authority but it would be less than that spent on having it as a school board meeting agenda item each month.

FINDING

CCPS has evaluated the option of automating purchasing processes to increase efficiency and reduce turnaround time. Current plans are to automate purchasing by fall 2006 and activate AS/400 access for all principals. Principals already have access to the AS/400, but not all schools have maintained their accounts by regularly accessing the system; several need their passwords reset.

The current manual purchasing process at the schools requires that teachers and others fill out a purchase order (PO) and get approval signatures from both the department head and the principal. The PO is then requested by the school bookkeeper and turned into the central office for processing. Central office has a requirement that POs be turned in as they are processed. This, however, does not happen uniformly. Once per month the accounts receivable coordinator sends all principals an e-mail requesting that they go to the central office to check their POs against the general ledger and sign off on their POs. On the designated day, the principals or their designees go to the central office and sign against each PO for their school.

RECOMMENDATION

Recommendation 5-3:

Automate the purchasing system by using the AS/400 system and end the monthly requirement for principals to go to the central office and sign against each purchase order.

The monthly verification requiring every principal or the principal's designee to go to the central office and sign for the already signed and approved purchase orders is an inefficient and unnecessary process that takes the principals or their designees away from the schools. Each principal has already signed off on every PO for his or her school. That provides the authorization necessary for the central office. For internal control, the central office can institute better processes to verify that there is no abuse or fraudulent purchases.

Automating the purchasing system would allow each school and department to directly enter its POs in the system. By allocating appropriate account numbers, each department will also be able to encumber funds for its purchases and view fund balances.

An automated purchasing system will eliminate the need for central office staff to enter POs into the system, so they will no longer be inundated with backed up POs. Instead, they will be able to check PO entries on-line.

To allow for efficient and smooth transition to the automated system, central office staff should write clear guidelines and provide training to all school and departmental staff who will be authorizing or processing the POs.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

CCPS has been planning to automate purchasing and has mapped out the requirements and the processes for doing so. This recommendation as such would not add to the cost of implementing the automated system. Initially, the central office staff would have to document the procedures, test the automation, and provide training. The schools and individual departments would also have to dedicate staff time for initial training. After this initial period, central office staff would see savings in time from data entry, as would school principals, who would not need to make monthly central office trips. Principals and their designees would have more time to attend to instructional duties at the schools. Central office staff would benefit from increased efficiency by being able to absorb increasing workload.

FINDING

In fiscal 2004, CCPS processed 8,800 purchase orders; this number increased to 9,200 in fiscal 2005. As the student population in the school division increases, the number of POs processed will increase as well. The majority of the individual purchase orders at CCPS are for purchases of less than $1,000. Culpeper Middle School, for instance, processes over a thousand POs a year. The maintenance department issues 100 to 150 POs a month.

At CCPS, some schools and departments have discount store cards for small purchases. These arrangements, made by individual schools or departments without any interaction with the central office, are similar to the purchasing card systems that many school divisions use. Although it is a good way for a school or a department to handle multiple small purchases that do not require competitive bidding, this process should be centralized, with uniform procedures and internal controls.

Purchase cards (P-cards) are credit cards that are assigned to individual employees with per transaction and monthly limits. The arrangements for P-cards are made with a banking institution and centrally administered. Properly implemented P-card systems help school divisions reduce costs and streamline purchasing by eliminating POs for small purchases. Employees are able to make purchases as needed, including on-line purchases.

The MGT review team found York County Public Schools (YCPS) to have a well-managed and administered purchasing card program. The YCPS P-card program has about 100 users, with each school having three cardholders: the principal, the secretary/bookkeeper, and the media specialist. P-cardholders can purchase goods and

services of less than $1,000 per transaction using P-cards. The majority of cardholders have monthly limits of $5,000, and each card is tied to a separate account.

Each cardholder maintains a log for each purchase and receipts for purchases. Twice a year, the YCPS Finance Department audits each P-cardholder's log and purchase activities. The school division is able to maintain integrity in purchasing by biannual audits, comprehensive policies and procedures, and Web-based and in-person training for P-card use.

The move to a P-card system has decreased the need for YCPS to process numerous small POs and has increased efficiency in purchasing by reducing paperwork. Purchasers also obtain goods faster and can shop on-line.

RECOMMENDATION

Recommendation 5-4:

Replace the use of individual school discount store cards with a divisionwide purchasing card program for purchases of less than $1,000 to reduce costs and to improve efficiency.

CCPS should provide P-cards to those employees currently authorized to make purchases. This would include principals, secretaries/bookkeepers, department heads, and other departmental and central office staff members who routinely need to make purchases. Single transaction limits should be set in the amount of $500 to $1,000. CCPS should analyze past purchases of less than $1,000 to determine monthly limits for P-cardholders. Monthly limits of $5,000 are appropriate in most cases for a school division this size, with exceptions for larger limits for select employees. CCPS should approach local banks and obtain the most competitive rates for administrative costs for a purchasing card program. CCPS should consider bundling this program with Recommendation 4-5 to shift all CCPS banking services to a single bank.

Other controls and procedures to consider adopting as part of the P-card program are:

- daily transaction limits;

- built-in restrictions by merchant category code for restricted goods and services;

- on-line review, reporting, and reconciliation; and

- internal controls and audit guidelines to prevent fraudulent and personal use or abuse of the P-cards.

FISCAL IMPACT

Implementing this recommendation would result in decreased staff time to request and process numerous small POs. Initially, developing procedures, training, and implementing the program would require increased staff time. By year two after implementation, savings in staff workload would be dedicated to an increased workload

from the projected growth in the school division. New banking institution administrative costs should be not significant.

5.2 *Cooperative and Collaborative Purchasing*

FINDING

Over the past year, CCPS has been in discussions with the County of Culpeper to consolidate finance, human resources, and purchasing functions. The county and CCPS, along with the Culpeper Social Service Department, have reviewed their procurement practices, individual purchasing policies, needs, and current contracts. The three entities have even identified potential savings from joining together in cooperative purchasing agreements. Fuel purchase is one such example. A list of current service contracts for the three entities shows the potential for savings for all involved entities.

CCPS currently does not have a purchasing agent, but the county does. Though CCPS does not have an in-house attorney, the county attorney can provide support in procurement of goods and in contract administration. CCPS has several buildings that are used for storing supplies and maintenance inventory and grounds equipment. The county maintains a Web page on the county Web site for purchasing. The county and CCPS have staff that are part of a joint health advisory committee that reviews health and dental benefit proposals for employee benefits.

Many counties or cities have shared purchasing agreements with their fiscally dependent school divisions. Such relationships range from a shared purchasing office to collaborative and cooperative purchasing agreements. A shared purchasing office provides the advantages of savings in administrative costs, economies of scale in volume purchasing, improved procurement practices and contract administration, an additional layer of internal controls, and accountability for school division purchasing. In such relationships, purchasing decisions are made by the school board and school division staff, and the school board maintains authority over all division purchases.

RECOMMENDATION

Recommendation 5-5:

Request that the board of supervisors consider consolidating purchasing functions of the school division with the county's purchasing office under a county-administered central purchasing office.

This recommendation would require that CCPS work with the county to amend its policies and procedures and align them with county purchasing processes while maintaining school division independence and authority, including specific purchasing policies. Since CCPS uses the AS/400 system, a shared, automated AS/400-based purchasing system would simplify working with a county central purchasing office. The school division staff would have access to an automated requisition and purchase order system should Recommendation 5-3 be implemented.

As part of a county-administered central purchasing office, CCPS should also discuss the potential for sharing warehousing with the county. This would include storage of maintenance and grounds inventory and equipment as well as supplies and textbooks.

Should a shared purchasing office not be feasible, CCPS should collaborate with the county to determine which purchasing opportunities should be pursued jointly. By participating in purchasing cooperatives or bids with nearby counties, the school division and the county could obtain better prices. The administrative tasks required to bid items would be reduced for both entities if they shared these responsibilities.

FISCAL IMPACT

CCPS would have to work out an agreement with the county for sharing the cost of administration of a shared central purchasing office. Some of the cost savings to both the county and CCPS would come from administrative cost savings, savings from collaborative and cooperative purchases of goods and services, and savings in legal services and contract administration. Although the school division and the county could expect to achieve cost and efficiency savings through implementing this recommendation, those savings cannot be determined at this time.

6.0 EDUCATIONAL SERVICE DELIVERY AND MANAGEMENT

This chapter reviews the most important function of Culpeper County Public Schools (CCPS), the delivery and evaluation of educational services to students. The chapter examines the educational delivery system to determine if programs are efficient, effective, and staffed appropriately in order for the school division to meet its goal to provide rigorous, standards-based instruction for its students, and to comply with state and federal law.

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 CCPS in size and student demographics.

The five major sections of this chapter as follows:

> 6.1   Organization and Management of Curriculum and Instruction
> 6.2   Curriculum and Instruction
> 6.3   School Improvement and Accountability
> 6.4   Student Services
> 6.5   Special Education

CHAPTER SUMMARY

In Culpeper County Public Schools students are on a *sure and steady course for lifelong learning*. The division is committed to equipping students well for their journey toward success in school and in life. CCPS is raising the bar of achievement, and is reaching goals one student at a time. The division's student scholastic achievement is impressive. The Standards of Learning (SOL) results and other standardized test scores are improving. Many of the division's innovative academic programs are empowering.

CCPS documents its mission, vision, and beliefs in the following way:

> *Our mission is to empower all learners to maximize their potential.*

> *Our vision is to become the highest-performing school division in the Virginia School Board Association's Central Region.*

> *We believe our mission can best be achieved by:*

- *partnering with parents and the community;*

- *addressing the intellectual, emotional, social and physical needs of the learner;*

- *valuing hard work and honesty; and*

- *viewing school as the work of youth.*

In achieving our primary mission, our schools are committed to graduating young adults who will:

- *be prepared to continue their learning;*
- *be competent workers;*
- *become good citizens; and*
- *live productive and fulfilled lives.*

MGT found many practices within CCPS to be commendable. The division has demonstrated progressive approaches to higher and accelerated student achievement including a gifted and talented program; participation in the Mountain Vista Governor's School for Science, Math, and Technology; and innovative mathematics programs. CCPS has also developed, provided staff development, and disseminated curriculum guides by grade and content area. These guides are central to establishing a framework for standards-based instruction and aligned assessment.

CCPS has also identified the key initiatives for closing the minority/majority achievement gap. The division has strategies in place to improve the performance of subcategories of students who are not meeting Adequate Yearly Progress (AYP) according to state and national standards. CCPS's data analysis initiative has focused on the collection and disaggregation of data for principals and teachers. The correlation between assessment data, instructional planning, and improved student achievement is evident in CCPS.

CCPS has also focused on improved student services. The division has recently developed a wellness policy and updated its Comprehensive Crisis Management Plan. The STRIDES (Striving Toward Research-based Interventions and Data-driven Evidence for Student Success) early intervention program has proven to be very successful in alleviating academic or behavioral difficulties in young students, thus decreasing referrals for special education services and maintaining students in the general education learning environment.

Recommendations included in this chapter relate to developing written procedures, structures, and functions that contribute to more effective coordination and planning of tasks, as well as a more cohesive support system for the curriculum and instruction functions of the division. Key recommendations that should be considered include:

- Create a department of student services to unify all student services in one area and hire a director of student services.

- Update curriculum and instruction board policies.

- Hold principals accountable as instructional leaders of their schools.

- Establish a leadership academy for principals to study, communicate, and problem solve as a professional leadership group.

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

- Approve and implement the revised Local Plan for the Education of the Gifted.

- Develop a plan to expand pre-kindergarten programs through community agency agreements.

- Pursue participation in the Path to Industry program to increase dual enrollment and certification courses in the Career and Technical Education Program.

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

- Ensure that the school improvement plans are aligned with division initiatives and staff development.

- Implement a systemwide explicit and systematic reading program in kindergarten through grade three using school staff in general education, federal programs, and special education.

- Develop a procedures manual for the English as a Second Language Program.

- Explore options for implementing schoolwide behavior programs in all schools.

- Revise the CCPS 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 for expanding the alternative education program.

- As directed by the Virginia Department of Education, develop activities, timelines, and data collection elements for documenting and reporting improved education and functional outcomes for students with disabilities as required by Individuals with Disabilities Education Improvement Act (IDEA) 2004.

INTRODUCTION

CCPS has shown continual improvement in student achievement as measured by the Virginia Standards of Learning assessments and end of course assessments. The administration within the division continues to focus on the alignment of SOLs, curriculum and instruction, and benchmark assessments. Teachers are becoming more familiar with data analysis and the use of data for instructional planning. Curriculum guides are a valuable resource to teachers and serve as a framework for pacing the instruction of essential skills. Gifted education, honors programs, and dual enrollment opportunities challenge CCPS's highest achievers.

The increase in student population in Culpeper County challenges CCPS to expand quality instruction to a growing number of diverse learners. The fastest growing

population in CCPS is English language learners. Providing appropriate, focused instruction for students with disabilities, students who are economically disadvantaged, and students of minority ethnicity has proven to be the division's greatest challenge.

Exhibit 6-1 shows a comparison of CCPS and peer public school divisions. As can be seen, CCPS is of similar size in total student population and has the third highest percentage of economically disadvantaged students.

EXHIBIT 6-1
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
Culpeper County	**4**	**6,489**	**189**	**23.4**	**8**
Gloucester County	4	6,149	177	11.7	9
Prince George County	4	6,236	189	19.9	8
Shenandoah County	2	5,954	170	26.3	9
Fauquier County	5	10,742	195	14.7	17
Rockingham County	5	11,249	166	29.1	20
Division Average	**N/A**	**7,803**	**181**	**20.9**	**12**

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

Exhibits 6-2 and 6-3 show the MGT survey results related to the delivery of educational services. As can be seen, the results indicate positive beliefs about the quality of CCPS schools and the division's focus on improved educational performance for students.

The school board has developed 14 specific goals related to curriculum and instruction. Up-to-date school board policies in many areas support these goals. Based upon these policies and goals, CCPS has developed key initiatives to close the minority/majority achievement gap. The division has established a clear focus on curriculum and instruction to support improved student achievement and maintain accelerated academic programs for its highest achievers.

6.1   *Organization and Management of Curriculum and Instruction*

CCPS is committed to using its resources, including personnel, to provide a safe, technology rich environment in which students can engage in meaningful schoolwork that challenges them to think, reason, and develop ownership for their learning. This section of the report reviews the organizational structure of educational service delivery including general education and federal programs, special education, career and technical education, and student services.

An efficient organization promotes improved achievement for all students with clearly designated functions, roles, and responsibilities for all staff. Communication within the

department of curriculum and instruction, in conjunction with other departments, and with school-level staff is critical to ensure a true focus on the mission and guiding principles of the division. Student achievement is directly linked to the efficiency of the organization's curriculum planning, appropriate research-based instruction, and adequacy of resources and support.

EXHIBIT 6-2
COMPARISON SURVEY RESPONSES
WITHIN CULPEPER COUNTY PUBLIC SCHOOLS

	(%A + SA) / (%D + SD)[1]		
	ADMINISTRATORS	PRINCIPALS	TEACHERS
1. The emphasis on learning in this school division has increased in recent years.	100/0	88/12	60/12
2. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	78/11	77/12	50/30
3. Our schools can be described as "good places to learn."	89/11	89/0	63/12
4. Most students in our schools are motivated to learn.	56/0	82/12	52/23
5. Lessons are organized to meet students' needs.	67/0	71/6	75/10
6. The curriculum is broad and challenging for most students.	78/0	88/6	69/16
7. There is little a teacher can do to overcome education problems due to a student's home life.	11/44	6/88	26/51
8. Teachers in our schools know the material they teach.	67/0	94/0	87/3
9. Teachers in our schools care about students' needs.	89/0	83/0	86/4
10. Teachers expect students to do their very best.	78/0	88/0	84/3
11. The school division provides adequate technology-related staff development.	78/0	71/18	58/25
12. Principals and assistant principals in our schools care about students' needs.	100/0	94/0	80/9
13. Sufficient student services are provided in this school division (e.g., counseling, speech therapy, health).	78/11	59/30	50/29
14. School-based personnel play an important role in making decisions that affect schools in this school division.	78/0	53/35	35/38
15. The school division provides adequate technical support.	89/0	65/24	58/23

[1]Percentage responding *Agree* or *Strongly Agree*/Percentage responding *Disagree* or *Strongly Disagree.* The *Neutral* and *Don't Know* responses are omitted.

FINDING

In general, the organizational structure of the department of curriculum and instruction is efficient and appropriate. Student services, however, are splintered and not aligned within CCPS.

Student services are those that provide ancillary programs to students in support of improved school performance. Ancillary programs include, but are not limited to, counseling, case management, academic and behavioral interventions, evaluations for special services, character education, health prevention and wellness initiatives, and enforcement of the student code of conduct.

EXHIBIT 6-3
COMPARISON SURVEY RESPONSES
WITHIN CULPEPER COUNTY PUBLIC SCHOOLS

		(%G + E) / (%F + P)[1]		
		ADMINISTRATORS	**PRINCIPALS**	**TEACHERS**
1.	Board of education members' knowledge of the educational needs of students in Culpeper Public Schools.	78/22	29/71	30/55
2.	Board of education members' knowledge of operations in Culpeper Public Schools.	44/56	59/42	32/51
3.	Board of education members' work at setting or revising policies for Culpeper Public Schools.	67/33	65/35	31/48
4.	The superintendent's work as the educational leader of Culpeper Public Schools.	89/11	64/35	43/51
5.	The superintendent's work as the chief administrator (manager) of Culpeper Public Schools.	66/33	71/29	48/45
6.	Principals' work as the instructional leaders of their schools.	100/0	89/12	58/41
7.	Principals' work as the managers of the staff and teachers.	78/22	94/6	58/41
8.	Teachers' work in meeting students' individual learning needs.	55/33	65/35	80/20
9.	Teachers' work in communicating with parents.	44/33	59/41	79/21
10.	Teachers' attitudes about their jobs.	22/55	53/47	45/55
11.	Students' ability to learn.	55/33	83/18	68/30
12.	The amount of time students spend on task learning in the classroom.	33/33	65/35	59/40
13.	Parents' efforts in helping their children to do better in school.	22/56	35/65	28/66
14.	Parents' participation in school activities and organizations.	22/67	41/59	27/66
15.	How well students' test results are explained to parents.	22/33	35/59	40/46
16.	The cleanliness and maintenance of facilities in Culpeper Public Schools.	67/33	35/65	44/55
17.	How well relations are maintained with various groups in the community.	33/56	53/47	35/47
18.	Staff development opportunities provided by Culpeper Public Schools for teachers.	67/33	53/47	35/62
19.	Staff development opportunities provided by Culpeper Public Schools for school administrators.	44/56	29/71	17/22
20.	The school division's job of providing adequate instructional technology.	67/22	65/35	47/49
21.	The school division's use of technology for administrative purposes.	89/11	65/36	48/28

[1]Percent responding *Good* or *Excellent* / Percent responding *Fair* or *Poor.* The *Don't Know* responses are omitted.

Student services include social work, school psychology, school guidance, nursing, targeted instructional or behavioral interventions, and discipline hearings. In the current organizational structure, social work, school psychology, and the STRIDES program are located in the department of special education. School guidance counselors are assigned to schools, with supervision provided by the school principal. School guidance services are lacking division oversight and appropriate monitoring from a systemic point of view. School nurses and the discipline hearing officer are located in the department of administrative services.

Alignment of student services is critical in providing comprehensive, student focused, research-based interventions, support, and guidance. With the current organizational structure, there is little opportunity for student services staff to work collaboratively or to effectively integrate appropriate or comprehensive services at the school level. In addition, the current organizational structure does not efficiently support school initiatives for the delivery of ancillary services to students. During on-site interviews, it was reported that all representatives from the specific areas of student services were rarely available to attend scheduled case conferences and parent meetings, or to consult with school teams regarding specific student needs. It was also reported that student services staff were not consistently familiar with the Crisis Management Team procedures. Communication among the disciplines and school staff was reportedly lacking at the division and school level.

The cross discipline support provided by student services staff is too extensive to be assigned to an existing administrator. Greater emphasis could be placed on the development of a systemic approach to the delivery of student services if the personnel were supervised by an administrator assigned strictly to student services in an established department of student services.

RECOMMENDATION

Recommendation 6-1:

Create a department of student services, hire a director of student services, and align all functions of student services.

CCPS should create a department of student services and align all functions of student services within that department. CCPS should also hire a director of student services to provide administrative oversight of the proposed department. These student services include: social work, school psychology, school guidance, nursing, and discipline hearings. Initially, the proposed department should focus of cross discipline approaches to student outcomes of wellness, social emotional growth, and academic achievement. Other functions that should be transferred to the proposed department of student services are the oversight of Section 504, the STRIDES Intervention Program, the Crisis Management Team, and schoolwide discipline.

FISCAL IMPACT

The director of student services position would cost $55,000 per year plus $17,600 in benefits for a total annual cost of $72,600.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Hire a Director of Student Services	($72,600)	($72,600)	($72,600)	($72,600)	($72,600)

6.2 *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 achievement for all students in CCPS. The department is responsible for the developing new curricula based on the Virginia Standards of Learning.

The Virginia Standards of Learning Curriculum Framework expands the Standards of Learning and defines the content knowledge, skills, and understandings that are measured by state assessments. The department of curriculum and instruction recognizes that the curriculum framework provides additional guidance to its administrators and teachers as they develop an instructional program appropriate for students at all grade levels. Department staff assist administrators and teachers as they plan appropriate instruction by identifying essential content knowledge and documenting research-based, proven practices. Application of research-based, proven practices involves the use of rigorous, systematic, and objective procedures to ensure student achievement.

FINDING

CCPS demonstrates progressive approaches to higher and accelerated student achievement.

First, the CCPS Gifted and Talented Program is designed to expand the educational experiences of students who have met the school division's criteria for gifted services. The curriculum is based on both enrichment and acceleration and supports the SOLs for Virginia Public Schools. The program accommodates the high abilities of gifted students, and *leads to greater knowledge and development of creativity and other thinking skills.* Curriculum plans are aligned with the course curriculum guides and also detail specific differentiation for student learning, including higher order thinking skills, critical thinking, divergent thinking, and logical reasoning. Suggested resources and materials are also included in the curriculum guides.

Elementary gifted students participate in the Tapping Academic Potential (TAP) program. All students are cluster grouped in the general education classroom. The gifted facilitator of the school supports teachers in differentiating instruction. Students eligible for gifted services in kindergarten receive services in the general classroom.

A challenging academic program is offered to middle school students. Students have the opportunity to enroll in accelerated courses in language arts and math. Gifted students

are cluster grouped in their academic core classes based upon their strengths. The gifted facilitators monitor the academic progress of gifted students and work with teachers to coordinate educational experiences related to class instruction.

Culpeper and Floyd T. Binns Middle Schools support challenging academic opportunities beyond the regular curriculum, including Destination Imagination, John Hopkins Talent Search, and Summerquest (Regional Governor's School for the Gifted).

Culpeper High School (CHS) students have many opportunities to develop their academic interests and talents. CHS offers honors level classes in English, chemistry, biology, earth science, and foreign languages. The Advanced Placement (AP) programs allow high school students to take college level courses for which college credit or advanced standing may be granted. AP courses available at CHS include English, biology, chemistry, physics, psychology, American history, European history, and United States government. CHS also plans to offer extensive dual enrollment classes in 2006-07 through a cooperative agreement with Germanna Community College.

The secondary gifted facilitator monitors the academics of gifted students and works with teachers to coordinate educational experiences related to class instruction. Staff development opportunities and classroom support for teachers who work with gifted students are offered during the school year.

A second progressive initiative is the CCPS participation in the Mountain Vista Governor's School for Science, Math, and Technology. The Governor's School serves six other school divisions including Clarke, Fauquier, Frederick, Rappahannock, Warren, and City of Winchester.

The interdisciplinary curriculum design at the Governor's School challenges students to build a highly integrated understanding of mathematics and the sciences. Students develop technology and research skills useful in problem solving. The humanities component requires students to analyze the relationship between the arts and sciences, and apply scientific knowledge to challenging real-world issues.

A third progressive initiative is in the area of mathematics. In 2004 the Virginia Department of Education (VDOE) awarded the Virginia Mathematics and Science Coalition (VMSC) a $750,000 Mathematics and Science Partnership grant for the Virginia Mathematics Specialist Project. The purpose of the project is to implement master's degree programs for mathematics specialists in local colleges and universities and to prepare the first cadre of mathematics specialists for the local school divisions.

CCPS has participated in the development initiative from the beginning. Despite being a relatively small school division with only five elementary schools and two middle schools, it was a member of the original partnership. The mathematics coordinator has served on state-level planning committees and has taught a number of the master's level specialist courses. To date, six CCPS teachers have participated in the classes offered in the Fast Track program.

Because the division has been so committed to improved math achievement, two full-time math specialists are assigned to the elementary schools with the greatest need. The math specialists spend the majority of their time in staff development. They are working to introduce and train teachers in the nationally recognized reform-based curriculum, *Math Investigations*. The math specialists model lessons, present

workshops, and coach teachers in lesson planning, use of manipulatives, math content knowledge, and current math reforms. There is a budget proposal to place math specialists in the other three elementary schools in 2006-07.

Another math initiative is the algebra team at Culpeper High School. During the first two years of Standards of Learning testing, approximately 10 percent of high school students enrolled in Algebra I earned a passing score on the SOL test. This was of great concern to the division as the course is required for graduation credit in Virginia.

To correct the situation, Culpeper High School formed an algebra team, made up of seven teachers assigned exclusively to Algebra I. The basic objective of the team was to communicate regularly, provide support to the less experienced teachers, and allow the students to move flexibly through the curriculum. Student assessment results were reviewed every quarter, and students were moved to other sections as needed.

The results of the algebra team have been very positive. Each year the Algebra I test scores have risen, and in the previous school year the pass rate for Algebra I was approximately 84 percent.

COMMENDATION

Culpeper County Public Schools is commended for its progressive approaches to higher and accelerated student achievement.

FINDING

CCPS has curriculum guides that are aligned with the Virginia Standards of Learning. The division also developed a curriculum resource Web site to assist instructional staff by providing curriculum resources in one location.

As changes are made in the curricula or requests are made from users, new resources and links are added to the Web site. The site is continually evolving to meet the needs of teachers at all grade levels. Lesson planning quick links include lesson plan formats for elementary, middle, and high school; Bloom's taxonomy review, alignment of SOL context with cognitive domains of Bloom's taxonomy; SOLs by subject and grade level; and differentiated instruction information provided by the Gifted and Talented Program.

The curriculum guides provide a monthly pacing schedule to ensure that content standards are taught in preparation for the state assessments. In addition, for each lesson, the curriculum guides show the SOLs, identify targeted skills, and provide assessment guidelines. As principals are trained in curriculum management for standards achievement, curriculum coordinators and lead teachers develop and install curriculum support at the division and school level. Teachers at each grade level know the critical standards to teach, the order in which they are to be achieved, and an approximate time schedule.

Student achievement is greatly enhanced when schools provide teachers with an articulated curriculum that is aligned with assessment and ensure that the curriculum is actually taught. Alignment of curriculum and instruction can have a profound impact on student achievement. CCPS has identified critical standards to be achieved in each subject area and at each grade level; has developed a curriculum pacing guide that

informs teachers when their students should achieve critical standards throughout the year; and uses benchmark tests to measure the achievement of important standards at quarterly intervals throughout the school year.

COMMENDATION

Culpeper County Public Schools is commended for developing and aligning curriculum guides that identify critical standards to be achieved, curriculum pacing guides, and benchmark assessments. The division is also commended for developing the curriculum resource Web site.

FINDING

CCPS has a vast number of board policies on curriculum development and management. While some of the policies are current, others need to be updated. The Culpeper County School Board adopted 14 goals related to curriculum and instruction. School board policies support these goals.

MGT reviewed current curriculum policies and found that those for Career and Technical Education, Programs for Gifted Students, Advanced Placement and Special Programs, and the Remedial Instruction Program were amended in 2005. Curriculum policies, that were last amended in 2003 and need to be reviewed include those relating to Instructional Goals and Objectives, Evaluation of Instructional Programs, Curriculum Development, Curriculum Adoption, Curriculum Guides and Course Outlines, School Libraries and Media Centers, Homework, Alternative School Programs, and Programs for Students with Disabilities.

CCPS must ensure that school board policies are up to date and support the board goals and the curricula initiatives of the division.

RECOMMENDATION

Recommendation 6-2:

Update school board policies on curriculum and instruction.

CCPS should update board policies on curriculum and instruction and ensure that they are up to date and support the board goals. The policies also need to support the most recent initiatives within the department of curriculum and instruction and local schools.

FISCAL IMPACT

This recommendation can be implemented using existing resources.

FINDING

CCPS must ensure that principals are instructional leaders.

The department of curriculum and instruction has begun to work with principals on implementing standards-based curriculum and aligned assessment. As the instructional leader of the school, the principal plays a critical role in the overall improvement of

student achievement, based on his or her knowledge of curriculum, pacing of instruction, and appropriate instruction.

CCPS has recently developed a process for classroom observations by principals. A walk-through document is in draft form. 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. This new initiative within the department of curriculum and instruction could prove to be very effective for the overall improvement of student achievement, if implemented as intended.

During on-site visits it was reported that principals needed time to work and problem solve as a group. Currently, principals come together for principal meetings to get direction from the curriculum leaders regarding current initiatives. It was reported that principals rarely have the opportunity to communicate with one another regarding specific issues and problem solve those issues together. MGT found communication to be lacking both among principals and between principals and central office staff.

Educators are gradually redefining the role of the principal from that of a school manager to that of a leader of a professional community with a focus on learning. The Association of Elementary School Principals' standards for what principals should be able to do calls on principals to make student and adult learning the central priority and to serve as the lead learner *(Leading Learning Communities: Standards for What Principals Should Know and Be Able to Do, 2001*). The Interstate School Leaders Licensure program of the Council of Chief State School Officers has also identified six standards for principals, one of which calls for the principal to be:

> *an educational leader who promotes the success of all students by advocating, nurturing, and sustaining a school culture and instructional program conducive to student learning and staff professional growth. (Interstate School Leaders Consortium Standards for School Leaders, 1996).*

CCPS must ensure that principals serve as instructional leaders and establish a community of student and adult learners. The division must hold principals accountable as instructional leaders through the principal evaluation system.

RECOMMENDATIONS

Recommendation 6-3:

Hold principals accountable as instructional leaders of their schools.

CCPS should ensure that principals transition from school managers to instructional leaders at their assigned schools. Principals should integrate the use of walk-through documents for regularly scheduled classroom observations and provide consistent feedback to teachers regarding their strengths and areas of improvement. Principals should also be encouraged to establish other opportunities for teachers to learn and improve as experts in the content areas through peer support, peer-to-peer observations and feedback, and mentoring programs.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Recommendation 6-4:

Establish a leadership academy for principals to study, communicate, and problem solve as a professional leadership group.

CCPS should establish a leadership academy for principals to foster mutual support, problem solving, and shared learning. The leadership academy should include book studies and focus on specific initiatives as determined by the principals. CCPS should also consider assigning a principal to serve as facilitator for the leadership academy and to improve communication between principals and the central office.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

CCPS must ensure that teachers are effectively using instructional time.

During on-site interviews, it was reported that there is inconsistency in the way that teachers use instructional time. CCPS has provided an instructional day schedule to principals and teachers, but staff reported that is it difficult, if not impossible, to spend the amount of time in instruction that is required on the schedule. It was also reported that teachers at the secondary level do not consistently maximize the instructional time available in the block schedule.

Research suggests that the effect of time on student achievement has increased student achievement by 15 percentile points. This was the single, strongest factor identified for student achievement. Marzano, R. J. (2000). *A New Era of School Reform: Going Where the Research Takes Us.* Aurora, CO: Mid-continent Research for Education and Learning.

Allocated time is that 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, such as taking 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 suggests 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, CCPS must ensure that teachers maximize instructional time at all grade levels.

RECOMMENDATION

Recommendation 6-5:

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

CCPS should ensure that teachers maximize the amount of time allocated for instruction. As student data are reviewed, principals should consider increasing the amount of time spent on instruction in underperforming classrooms. Principals should be held accountable for maximizing instructional time and ensuring that teachers are effectively planning for block scheduling. 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 minority ethnicity are under-represented in gifted and advanced placement programs.

Identification procedures often fail to identify students who come from minority groups or disadvantaged environments as gifted (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 has suggested that as many as 15 percent of the gifted population may be students with disadvantages.

CCPS has recently updated its *Local Plan of the Gifted* for 2006-07 through 2011-12. The updated plan includes specific strategies used by the division in identifying gifted students from underserved populations of students. These strategies include:

- providing access to referral materials and information in convenient places throughout the system for parents or guardians of underrepresented students;

- conducting authentic assessment;

- reviewing eligibility criteria and processes annually to monitor their effectiveness in encouraging the referral and identification of students from underserved groups;

- employing non-verbal testing;

- using specialized characteristics checklists;

- providing staff development for all classroom teachers on characteristics of the potentially gifted from underserved populations;

- standardizing the use and scoring of subjective measures through training and discussions;

- monitoring division expenditures to determine that services, access, and resources are equitably distributed among all schools and campuses;

- using a balance of objective and subjective measures in its identification process;

- using trained evaluators/observers;

- training the identification and placement committee in characteristics of the underserved;

- using material for enrichment;

- conducting whole grade testing;

- willingness and availability of valid and reliable alternative tests and measures;

- administering a standardized non-verbal ability assessment as a screening measure in specific primary grades; and

- using school-level identification/placement committees to ensure appropriate discussion of each individual student.

MGT supports the proposed revisions of the CCPS Local Plan for the Education of the Gifted and believes they should be approved. The division must consider increasing the identification of underserved students, including students of minority ethnicity, students who are disadvantaged, female students, and students with disabilities.

RECOMMENDATION

Recommendation 6-6:

Approve and implement the revised Local Plan for the Education of the Gifted.

The school board should approve the proposed Local Plan for the Education of the Gifted. CCPS should implement the proposed strategies beginning in the 2006-07 school year. The division should also maintain student enrollment, screening, and evaluation procedures to assess how effectively the strategies are being implemented.

FISCAL IMPACT

The plan can be implemented with existing resources. Any faculty training on implementing the strategies should be conducted during preplanning and using existing staff development funds. Materials and supplies should be expended from the existing budget for education.

FINDING

The division is at building capacity for pre-kindergarten programs.

CCPS also recognizes the impact that quality early childhood programs can have on future school success. While on-site, MGT discussed possible solutions to the shortage of space in the schools. CCPS intends to pursue community collaborative initiatives and interagency agreements to secure classroom space in existing agencies or churches in Culpeper. At the time of MGT's visit, division staff indicated that state funds were available to expand pre-kindergarten programs, however since that visit, those funds have been eliminated.

The benefits of quality early childhood education have been established through research and publicized nationally. The Perry Preschool Project is perhaps the most well known of all research projects that show the long-term benefits of quality early childhood programs. The study found that adults at age 40 who had attended a preschool program had higher earnings, were more likely to hold a job, had committed fewer crimes, and were more likely to have graduated from high school than adults who had not attended preschool. Long-term benefits result only from high-quality early childhood development programs.

There are several factors to consider when planning for effective early childhood programs, including ensuring:

- quality staff who have training and experience in teaching young children;

- effective grouping practices;

- a consistent daily schedule;

- parental involvement; and

- a suitable classroom environment and outdoor setting. A National Association for the Education of Young Children publication (1991) states that "The quality of the physical space and materials provided affects the level of involvement of the children and the quality of interaction between adults and children."

MGT supports the CCPS initiative to expand pre-kindergarten programs in collaboration with community agencies.

RECOMMENDATION

Recommendation 6-7:

Develop a plan to expand high quality pre-kindergarten programs through community interagency agreements.

CCPS should develop a plan to expand pre-kindergarten programs through community interagency agreements. The plan should be based on the Virginia standards for pre-kindergarten programs and specify the location of community-based sites; the community agencies to be involved; the mission, goals, and objectives of the community-based program; professional development requirements; budgetary costs; and in-kind agreements. CCPS should ensure that the physical space offers a suitable classroom environment and outdoor setting.

FISCAL IMPACT

While there will be a cost associated with implementing this recommendation, it is impossible to determine that cost at this time. The pre-kindergarten program must determine the fiscal impact for establishing community-based programs. The fiscal impact should include all costs, including facilities rental; staff; transportation; materials, supplies, and equipment; and staff development.

FINDING

CCPS lacks a menu of dual enrollment or certification courses in the Career and Technical Education Program.

The enrollment for the Career and Technical Education (CTE) Program at Culpeper High School is 1,041 for 2005-06. There are 35 teachers in the program, which offers an array of classes, including agriculture, business and information technology, and marketing. Vocational courses offered include building trades, construction technology, cosmetology, and automotive. The automotive course is a dual enrollment course with Germanna Community College. While dual enrollment classes have been established for 2006-07 for acceleration of academic courses, CCPS has yet to expand dual enrollment for career and technical programs. When students graduate, there are few CTE programs that are credentialed or offer certification opportunities.

The Virginia Department of Education's Path to Industry program allows students to work toward a high school diploma while pursuing technical training for a selected industry certification or state license. This is accomplished through dual agreements with local colleges. Technical preparation may continue after high school graduation through community college courses that lead to the student-selected industry certification. Based on the availability of funds, the student's tuition (up to the in-state rate), applicable community college fees, textbook costs, and certification exam fees are paid by the program.

CCPS must expand opportunities for students in the field of career and technical education.

RECOMMENDATION

Recommendation 6-8:

Pursue participation in the Path to Industry program to increase dual enrollment and certification courses in the Career and Technical Education Program.

CCPS should expand opportunities for students in the field of career and technical education. Cooperative agreements should be negotiated with Germanna Community College for students to receive high school credit and community college credit for dual enrollment. The division should also work with the Virginia Department of Education for tuition reimbursements.

FISCAL IMPACT

The fiscal impact of implementing this recommendation would depend on dual program enrollment and the availability of funds from the Virginia Department of Education. CCPS should develop a proposal for establishing 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.

FINDING

CCPS must ensure that school media programs demonstrate the essential elements of standards-based curriculum and instruction.

School media centers are often not included in the school reform process. CCPS media programs are not consistently aligned with standards-based instruction. Collaboration among media specialists and teachers is inconsistent among the schools and often lacking. During school visits, 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 identifies the essential elements of a successful media program to 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 integral to Virginia SOLs success. Students must be actively involved in learning activities. The media and resource collection must be current and support the 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 an 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.

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

RECOMMENDATION

Recommendation 6-9:

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

CCPS should ensure that school media programs demonstrate the essential elements of standards-based curriculum and instruction. The division 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

The cost for the committee work would include 30 hours of supplemental time for three media specialists at $75.00 per day times five days equals $1,125 for 2006-07 to develop the summary report. In subsequent years, media specialists should review and revise the media program report for continued improvement and alignment with standards-based curriculum and instruction.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Hire Three Media Specialists for Five Days	($1,125)	($1,125)	($1,125)	($1,125)	($1,125)

6.3   *School Improvement and Accountability*

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

- 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 program data important for enhancing student achievement. Schools must determine appropriate goals for school improvement and objectives to meet those goals. Schools must also determine the data elements needed to measure progress toward meeting the objectives, and ultimately, the goals. Effective strategies must be designed to move the schools toward meeting their goals. School leaders must then measure how successfully these strategies are being implemented. Ongoing professional development is critical to the school improvement process.

FINDING

CCPS has developed key initiatives to close the minority/majority achievement gap.

CCPS did not make Adequately Yearly Progress (AYP) in several areas in 2004-05, including English and math performance for black students, limited English proficient students, students identified as disadvantaged, and students with disabilities.

Exhibit 6-4 shows the SOL required assessments. As indicated, students are assessed in grades 3 through 12. Very few exemptions are allowed for state assessments.

Exhibit 6-5 shows the AYP data by school. As can be seen, the division did not meet AYP expectations in reading or math. Pearl Sample, Sycamore Park, Culpeper Middle, and Culpeper High schools did not meet AYP in either category.

EXHIBIT 6-4
CULPEPER COUNTY PUBLIC SCHOOLS
CULPEPER COUNTY STANDARDIZED TESTS
STANDARDS OF LEARNING ASSESSMENTS
REQUIRED TESTS
2005-06 SCHOOL YEAR

GRADE	TESTS
	Standards of Learning Assessments **Required Test**
3	Reading, Mathematics, Science, Social Studies
4	Reading, Mathematics, Virginia Studies
5	Reading, Writing, Mathematics, Science, US History to 1870
6	Reading, Mathematics (*Grade 6 or 7 or 8*), US History to Present
7	Reading, Mathematics (*Grade 7 or 8 or Algebra I*), Civics and Economics
8	Reading, Writing, Mathematics (*Grade 8 or Algebra I or Geometry*), Science, World Geography
9-12	The following tests are administered upon completion of the class in which the student is enrolled: Algebra I, Algebra II, Geometry, English: Reading, English: Writing, Biology, Chemistry, Earth Science, Virginia and US History I and II, and World History I and II.
Exemptions Allowed	No exemptions are allowed in Reading or Mathematics 3-8. ▪ Special Education students, according to their IEP's, could be exempted in science or social studies. Certain special education students also participate in the VGLA or VAAP assessment ▪ Limited English Proficiency students may take a one-year exemption at one grade level for either writing or science or social studies. Also LEP students may use the SELP (Stanford English Language Proficiency Test) as a proxy for Reading in Grades 3-8. ▪ No exemptions are allowed for the End of Course Assessments. If the student is enrolled in the class, then he must take the corresponding Standards of Learning test.
Stanford English Language Proficiency (SELP)	
In grades K-12 all Limited English Proficiency students are administered the SELP test. Students who are Levels 1-4 take the entire battery (*Reading, Writing, Speaking, and Listening.*) Students who are Monitor Year 1 or 2 are given only the Reading and Writing subtests. There are no exemptions.	
Naglieri Non-Verbal Ability Test	
All students in Kindergarten and Grade 2 are administered the Naglieri as a screening instrument for the gifted program.	

Source: CCPS Department of Curriculum and Instruction, 2005.

**EXHIBIT 6-5
CULPEPER COUNTY PUBLIC SCHOOLS
ADEQUATE YEARLY PROGRESS BY SCHOOL
2004-05 SCHOOL YEAR**

AYP	DIVISION AND SCHOOL LEVELS	SUBJECT/ SUBGROUP	STATUS	ACTION
No	Division	English	Year 1 Holding	Develop/Continue Improvement Plan in Accordance with NCLB
No	Division	Mathematics	Year 1 Holding	Develop/Continue Improvement Plan in Accordance with NCLB
Yes	A.G. Richardson	English, Math		
Yes	Emerald Hill	English, Math		
Yes	Farmington	English, Math		
No	Pearl Sample	No – English		
No	Sycamore Park	No – English		
No	Culpeper Middle	No – English, Math		
Yes	Floyd Binns	English, Math		
No	Culpeper High	Subgroup Participation and Performance		Additional corrective actions

Source: Culpeper County Public Schools Department of Curriculum and Instruction, 2005.

The eight key initiatives to close the minority/majority achievement gap, include:

- **Working with the minority task force** – Community members along with school representatives continue to meet on a regular basis. A brochure is being developed for dissemination for the purpose of involving more community members.

- **Disseminating public standards for all students** – Standardized benchmark expectations are being made known to everyone in the community. A curriculum resources Web site has been created for all teachers and for all subjects. All schools are accredited by the Southern Association of Colleges and Schools (SACS). Parents will be informed that financial assistance is available for qualifying students who wish to participate in various programs. Economic circumstances are not to be barriers to student participation and success.

- **Publishing a yearly minority/majority achievement and access report card** – A draft report card has been developed and shared with the Minority Task Force. This will be an annual division report card reflecting the status of closing the achievement gap. This is an addition to the annual school report card sent home to parents.

- **Establishing long-term, focused professional development** – A focus is being placed on meeting the needs of students in the NCLB subgroups through intensive, scientifically research-based professional development activities that have proven to be successful. There is a focus on math through hiring math specialists.

Reading pull-out teachers have become or are working toward becoming reading specialists. Teachers must be highly qualified as mandated by NCLB. STRIDES has been incorporated into improving instruction for students prior to referral for evaluation for special education services.

- **Expanding preschool opportunities** – One more preschool class was added in 2005-06 with plans to add more in 2006-07 if space and funding are available. Preschool programs will also be working toward national accreditation through the National Association for Education of Young Children (NAEYC).

- **Focusing on small class sizes, small schools, and smaller learning communities** – Student to teacher ratios are being monitored to ensure small class size. Work continues on facility expansion between the middle school and high school and the building of the new high school. Transportation was provided for summer school for the first time last summer. There has been a focus on improving the summer school curriculum and instruction. There is a high participation of minority students in the Career Academy.

- **Increasing minority honors and advanced placement enrollments** – Guidance counselors continue to work with minority students informing them of these opportunities and explaining the long- and short-term value of these courses. One guidance counselor was added in 2005-06. CCPS is working with Germanna Community College to secure grant funding for a Career Counselor. Students and parents will be informed that their economic status is not a barrier to participation in courses where a cost is involved. Financial assistance will be available for qualifying students.

- **Ensuring that the calendar and instructional day provide maximum learning opportunities** – The calendar, instructional day and schedules continue to be reviewed to ensure that all students are provided with adequate time for quality instruction. Because more of the SOL tests are taken on-line, the turn-around time is immediate, which is allowing students who do not meet the SOL benchmark to receive more days of remediation before retaking the end-of-course tests.

COMMENDATION

Culpeper County Public Schools is commended for identifying key initiatives for closing the minority/majority achievement gap.

FINDING

CCPS has developed a comprehensive professional development plan for curriculum and instruction.

The instructional professional development initiative is a collaborative effort among teachers, principals, support staff, human resources, and the department of curriculum and instruction to improve the professional development opportunities for all staff in CCPS. The goal of the initiative is to *create the learning environment that has professional development as an integral part of our work experience.* Professional development offerings include the Teacher Induction Program, study groups, conferences and workshops, in-house workshops, National Board of Professional Teaching Standards, Bachelor's to Master's Degree Course Requirements, Special Programs Licensing Requirements, school-based faculty meetings, on-line coursework, and content-specific classes.

Professional development plays an essential role in successful school improvement. High-quality professional development is rigorous and relevant to content, strategies, and CCPS supports programs that ensure the preparation and career-long development of teachers and others whose competence, expectations, and actions influence the teaching and learning environment. Professional development requires partnerships among schools, higher education institutions, and other agencies to promote inclusive learning communities among everyone who impacts students and their learning.

CCPS has begun to link instructional professional development with the goals of the board and targeted initiatives of the department of curriculum and instruction. Significant efforts have been made to bridge the gap between school-based professional development and centralized staff development.

COMMENDATION

Culpeper County Public Schools is commended for developing a comprehensive professional plan for curriculum and instruction.

FINDING

CCPS utilizes data from both division and state-mandated assessments. These assessments are aligned with state standards and CCPS curriculum.

The division provides a variety of assessment data reports to schools and teachers. A reading monitoring data system has been developed within CCPS to provide comprehensive data for disaggregation by central office staff, principals, and teachers. The tool can be highly effective, as teachers begin to analyze the individual reading performance of all students. The data, which can be organized by class, student, skill, or school, can prove invaluable for planning instruction and improving student performance.

Data reports provide unique and valuable data for planning and instruction for all teachers. During on-site interviews, MGT consultants repeatedly heard comments praising the division for its willingness to disaggregate data and provide the corresponding reports using whatever variables the teacher or school requested.

COMMENDATION

Culpeper County Public Schools is commended for providing an extensive array of data reports to schools and teachers.

FINDING

CCPS school improvement plans are not consistently aligned with division initiatives and staff development.

Until recently, CCPS used the Southern Association for Colleges and Schools (SACS) guidelines as the basis for developing school improvement plans and demonstrating a continuous process for school improvement. With school-based management, principals and faculty engaged in the continuous process of improvement to articulate the direction and purpose of schools' future pursuits, provide a description of current conditions with a focus on student learning, identify actions that school personnel would take to improve student learning, and document what had been accomplished and use the results to inform future results. School teams created staff development initiatives consistent with the identified school improvement initiatives. Using the SACS model, schools have been in a five-year cycle of continuous improvement.

With the change in leadership, school improvement initiatives have become more centralized. The department of curriculum and instruction has established specific, divisionwide initiatives aimed at improving the overall achievement of students throughout CCPS. Staff development has been linked to these divisionwide initiatives. Greater emphasis must be placed on a clear focus and alignment of school-based and divisionwide initiatives. School improvement plans must also be aligned with the division initiatives and the division's professional development plan.

RECOMMENDATION

Recommendation 6-10:

Ensure that school improvement plans are aligned with division initiatives and staff development.

CCPS must ensure that school improvement plans are aligned with the division's initiatives and professional development plan. Emphasis should be placed on effective communication and problem solving between the schools and central office. During the review cycle for each school improvement plan, the school should update its plan and indicate within the plan the correlation to school board goals and division initiatives.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Students with disabilities are not consistently included in reading instruction in the general education classroom.

During on-site visits, it was reported that students with disabilities are frequently pulled out of general education reading instruction for direct reading instruction in the special

education resource classroom. It was further reported that the direct reading instruction does not consistently teach to the SOLs, resulting in students not being prepared to successfully pass the SOL assessments. MGT recognizes that some students need more intensive reading instruction, but these students should nonetheless be exposed to the reading curriculum in general education as well.

CCPS recognizes that at the kindergarten through grade 3 level, general education instruction must address five key reading-related abilities, including:

- phonemic awareness;
- phonics knowledge;
- fluency;
- vocabulary; and
- comprehension.

A comprehensive, explicit, and systematic collaborative reading program using general education, federal, and special education resources can result in significant gains in reading. "Explicit" refers to the important skills and types of knowledge that are taught directly by the teacher; students are not expected to infer key skills and knowledge only from exposure or incidental learning opportunities. "Systematic" refers to a planned and logical sequence of instruction. A "comprehensive" reading model also provides instruction in the general education curriculum with more intensive instruction in small groups for greater lengths of time.

With effective collaboration among general education, federal programs, and special education, early reading instruction can prevent or improve reading problems in many young students. Certain students, including some with disabilities, may need much more intensive instruction and opportunities for practice than normally achieving readers to learn to read well. Providing intensive help as early as possible is essential because reading difficulties often become much harder to remediate over time.

Exhibit 6-6 is an example of core instructional intensity for the Reading First Initiative for kindergarten through third grade in Leon County Public Schools in Tallahassee, Florida. As can be seen, the model is based upon the performance level of the student, specific reading programs, time, setting, grouping, and type of instruction. This particular model uses the Open Court basal reading series and SRA Reading Mastery program for intensive reading instruction. The model demonstrates a collaborative instructional model of tiered reading among general education, special education, and federal program staff.

Without an explicit and systematic reading program in the early grades, students with diverse learning needs will continue to fall further behind in reading. Students with diverse learning needs have difficulty learning to read only from exposure or incidental learning opportunities; they need explicit and systematic instruction. Without such instruction, the achievement gap for students with disabilities will not close.

RECOMMENDATION

Recommendation 6-11:

Implement a systemwide explicit and systematic reading program in kindergarten through grade 3 using school staff in general education, federal programs, and special education.

The department of curriculum and instruction should work with site administrators to provide explicit and systematic reading instruction for all students in kindergarten through grade 3, including those with disabilities. Students should be exposed to the

EXHIBIT 6-6
SAMPLE LEVEL OF CORE INSTRUCTIONAL INTENSITY
READING FIRST INITIATIVE

LEVEL	PERCENT OF STUDENTS	PROGRAM	TIME	SETTING	GROUPING	INSTRUCTION
Tertiary	5% of Students	Reading Mastery, Scott Foresman	90 minute core instruction a day Reading Mastery + 50 min. a day OCR intervention/5 days a week by intervention resource teacher	General education and Resource Room	Large/small Group 1:3 to 1:1	General education Additional intervention provided by resource personnel
PRIMARY 3 & 4	15% of Students		90 min. core instruction a day RM + 50 min. a day OCR intervention/4 days a week by intervention resource teacher	General education and Resource Room	Large/small Group 1:5	General education Additional intervention provided by resource personnel
		Research lessons based on check outs	90 min. pre-teaching instruction + 20 min. of reteaching; increased response opportunities	General education	Group appropriately & extra group instructional time	General education Consulting support by resource personnel
PRIMARY 2	80% of Students	Reading Mastery Plus until firm	90 min. a day; repeat needed lessons	General education	Group appropriately	General education
		Reading Mastery Plus	90 min. a day	General education	Group appropriately	General education

Source: Leon County Public Schools (FL), 2003.

general education curriculum to ensure instruction of the SOLs and be provided more intensive direct instruction as needed. As the instructional leader, the site administrator should be held accountable for the instruction and grouping of students for intensive instruction. The school-based education intervention teams should adopt a tiered system of intensive intervention using the collaborative resources of general education, special education, and federal program staff and funds.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

CCPS does not have a procedures manual for services to English language learners.

Limited English proficient (LEP) students are the fastest growing population in CCPS. Coordination of services for LEP students has been splintered, inconsistent from school to school, and lacking a divisionwide focus.

The English as a Second Language (ESL) program is ultimately designed to teach English to non-native speakers so that they may acquire the language and communication skills necessary to participate successfully in the mainstream classroom from kindergarten through grade 12. ESL services must be designed to help students develop proficiency in listening, speaking, reading, and writing in the English language as well as to assist them in adapting to a new culture. Language and culture taught in the program reinforce skills and concepts taught in all areas of the general curriculum. Instruction must also be designed to meet the needs of students at various English proficiency levels in all linguistic minority groups. Students must be assigned to programs based on their level of native-language literacy, academic level, and level of English literacy.

The Virginia Department of Education recognizes that the rapid growth of the LEP student population, coupled with the increased federal accountability requirements under NCLB, has made it that much more important for language arts and content teachers to understand the unique needs of LEP students in their classes. Appropriate instructional strategies provide teachers with effective practices for incorporating their particular content SOLs and the LEP SOLs in daily instruction. Use of these strategies will increase the likelihood of the LEP students' success in content classrooms.

Based on interviews, the current ESL program is lacking. As more and more non-English speaking students enter CCPS, greater demands are placed upon the division to provide additional ESL services. While MGT found that staff welcome the new students, more emphasis must be placed on developing programs to appropriately address the educational needs of these students. Teachers report a lack of knowledge of effective instructional strategies, and evaluators have no consistent guidelines for assessment of non-English speaking students.

RECOMMENDATION

Recommendation 6-12:

Develop a procedures manual for the English as a Second Language Program.

CCPS should develop a procedures manual for the English as a Second Language Program. The manual should detail the screening, evaluation, and identification process; testing procedures and accommodations for state and local assessments; instructional strategies for general education teachers; parent and community involvement; and evaluation guidelines for special education services. Estimated costs and other expenditures for implementing the plan should also be developed. The manual should be distributed to schools for staff development and implementation.

FISCAL IMPACT

This recommendation can be implemented using existing funds from Title III.

6.4   *Student Services*

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

CCPS has prepared a Local Wellness Policy.

While on-site, MGT found that there were concerns throughout the division regarding student wellness. Community participants expressed similar concern about student health and wellness. The division recently conducted Body Mass Index screenings for students. Results showed that a small number of students in CCPS could be considered obese. CCPS has also been working to improve the school lunch program and provide more nutritional meals to its students.

The school board has established student wellness as one of its goals. As a result, CCPS has developed a comprehensive wellness policy to address nutrition education, physical activity, and other school-based activities that are designed to promote student wellness. The policy requires CCPS to include nutrition guidelines for all foods available on each school campus, with the objective of promoting student health and reducing childhood obesity. CCPS will also be required to establish a plan to measure the implementation of the wellness policy and involve parents, students, and representatives of the school food authority, the school board, school administrators, and the public in the development of the wellness policy.

COMMENDATION

Culpeper County Public Schools is commended for developing a Local Wellness Policy.

FINDING

CCPS has developed procedures for dealing with existing and potential student emergencies.

The CCPS Crisis Management Plan benefits students, parents, and the division. The procedures are organized and systematically aimed at helping students. Crisis team members operate within specific guidelines to make joint decisions, and share the responsibility of difficulty and stressful situations. Parents and other members of the community are assured that the division has established procedures that provide for needed intervention with students in crisis and better prepare schools to respond.

COMMENDATION

Culpeper County Public Schools is commended for developing a Comprehensive Crisis Management Plan.

FINDING

CCPS does not have a consistent schoolwide behavior program, resulting in overuse of student suspension.

Exhibit 6-7 shows the discipline, crime, and violence incidents that occurred in CCPS during 2004-05. As can be seen, these incidents most frequently involved disorderly conduct, fighting, and disruptive demonstrations.

While some of the key initiatives to reduce the minority/majority achievement gap, such as small class size and smaller learning communities, have been quite successful, greater emphasis must be placed upon all schools consistently following a schoolwide behavior program. During on-site interviews, it was reported that some schools have a schoolwide discipline program, some do not, and some that have such a program apply it inconsistently. Some schools reported that the Student Code of Conduct served as the discipline program. It was also reported during on-site visits that schools did not follow consistent discipline procedures.

There are many proven effective schoolwide behavior programs. One example is the Positive Behavior Support Program (PBS), which the Virginia Department of Education had recognized as an effective program model to improve schoolwide behavior of students. More specifically:

**EXHIBIT 6-7
VIRGINIA DEPARTMENT OF EDUCATION
OFFICE OF STUDENT SERVICES
DISCIPLINE, CRIME, AND VIOLENCE VERIFICATION
CULPEPER COUNTY PUBLIC SCHOOLS
2004-05 SCHOOL YEAR**

OFFENSE DESCRIPTION	NUMBER OF STUDENTS	NUMBER OF INCIDENTS
Alcohol	3	3
Arson: attempted	2	2
Attendance	59	84
Assault against student: law violations (no weapon)	7	7
Bomb threat	3	3
Breaking and entering/burglary	1	1
Bullying	8	11
Disorderly conduct	621	1,263
Defiance of authority/insubordination	26	29
Disruptive demonstrations	227	363
Using obscene/inappropriate language/gestures	11	11
Drug possession/use of schedule I & II drugs	6	6
Drug violation – inhalants; look a like – use/possession	2	2
Theft or attempted theft of student prescription medication	6	6
Drug violations schedule III-VI poss/sale/distribution/ paraphernalia	5	6
Fighting: mutual contact – serious injuries. required medical att	2	1
Fighting: mutual contact – no/minor injuries, no medical att	148	49
Other violations	294	472
Sexual harassment	8	8
Offensive sexual touching against student	3	3
Sexual offense without force	1	1
Tobacco	28	32
Theft offenses (except motor vehicle)	31	34
Threatening staff member (physical/verbal threat)	7	7
Threatening student (physical or verbal threat or intimidation)	43	49
Trespassing	1	1
Vandalism	7	7
Bringing a toy/look-alike gun to school/school event	1	1
Bringing a knife to school/school event (more than 3 inches)	10	10
Possession of other weapon (instrument/object to inflict harm)	3	3

Source: Virginia Department of Education, 2005.

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 schoolwide 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.

CCPS could benefit from establishing consistent schoolwide behavior programs. The proposed department of student services could assume lead responsibility for reviewing current practices and assisting schools in developing and implementing schoolwide behavior programs. The results gained could be improved behavior, decreased reliance on suspension for discipline, and improved student achievement.

RECOMMENDATION

Recommendation 6-13:

Explore the options for implementing schoolwide behavior programs in all schools.

CCPS should implement schoolwide behavior programs in all schools. The programs should be systematic and focus on prevention. The division should assess current school practices and share best practices with other schools. CCPS should also develop an action plan for selecting/developing, and implementing schoolwide behavior 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 as costs of schoolwide behavior programs cannot be determined at this time. Existing NCLB Innovative Projects federal funds could be considered as a funding source for this recommendation.

FINDING

CCPS guidance and counseling services lack a comprehensive, systemwide approach. Some schools have guidance handbooks while others do not. There is no consistent curriculum and services are not adequately aligned to the Virginia Department of Education Regulations for guidance and counseling services.

During on-site interviews, it was reported that the school guidance program varies from school to school. Guidance staff are often required to focus on the immediate needs of

students, rather than having adequate time to effectively implement a guidance program that is preventative and developmentally appropriate for all students. MGT also found that guidance staff spent more time on records management and test coordination than on actual guidance services, particularly at the middle school level.

The Virginia Department of Education Regulations regarding school guidance and counseling programs document that all students must be provided with the following guidance and counseling 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) documents domains of student development as contained in national standards for school guidance and counseling programs. The content areas of the guidance program need to include academic, career, and personal/social components. A quality guidance program needs to be comprehensive, preventative 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 6-14:

Revise the 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 CCPS should be revised to meet state regulations and national standards. The curriculum should include academic, career, and personal/social counseling. 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

Alternative education programs are limited in CCPS. Currently, alternative education is limited to a few students and is a temporary placement for students who have been suspended or expelled from their home school.

CCPS currently operates a high school alternative education program after school. Although there is an in-school alternative education program for middle school students, there is no full- or partial-day program for high school students. The current alternative education program includes both diploma-based and GED programs. Students in the diploma-oriented program take high school accredited courses through distance learning programs. They are expected to work on their courses both at home and at the after school computer lab. Students are also expected to successfully pass their SOLs. Students are placed in the diploma-based program by the discipline hearing committee or by the school principal.

The alternative education GED classes concentrate on the five disciplines tested in the GED: reading, writing, math, social studies, and science. They are both pre-GED and GED programs. Students in the programs work with a counselor to set academic and vocational goals. There are also student work requirements. The program is self-paced, and progress depends on skill and effort.

While there are numerous models for serving students in alternative education programs, the seven essential elements of effective programs (Quinn and Rutherford, 1998) are as follows:

- **Functional assessments** – Functional assessment procedures identify student strengths and skill deficits that interfere with educational achievement and social/emotional adjustment. Functional assessment is also a continuous process and results can be used to make systematic adjustments in the student's educational program. Assessment procedures must include curriculum-based evaluation and measurement procedures to monitor overall student performance and improvement. The academic and social skills curricula for the student must be clarified and implemented.

- **Functional curriculum** – A functional educational curriculum allows the program to meet the student's individual academic, vocational, social, and behavioral needs. In addition to academic skills, this curriculum can include developing functional job-related skills, daily-living skills, and social skills. While most alternative education programs do not have comprehensive vocational programs on-site, the development of basic work skills tied to job-related social- and life-skills training is often an important component of a student's education. Effective alternative programs sometimes provide the opportunity for part-time employment and access to vocational training in the community.

- **Effective and efficient instructional techniques** – Functional instruction uses positive and direct student-centered instructional strategies, which are aligned with functional assessment measures

and the curriculum. In this situation, instruction specifically addresses the state standards. Student progress toward mastery of these standards is monitored using ongoing data collection procedures.

■ **Programming for effective and efficient transitions** – The transition of students and their educational records into and out of alternative settings is important. Staff in the public and alternative settings can make a major contribution to the transition process by providing comprehensive information concerning the strengths and needs of their students and assuring that there is follow-up and continued support for students when they return to their home school. It is also important to include the results of any functional behavioral assessment and the positive behavioral intervention and support plan that addresses the specific behaviors that warranted the placement in the alternative setting.

■ **Appropriate staff, resources, and procedural protections for students with disabilities** – The 1997 Amendments to IDEA contain new regulations about sending students to alternative educational settings for drugs, weapons, or "substantial evidence that maintaining the current placement of the child is substantially likely to result in injury to the child or to others..." (Section 300.521) As a result, the number of students in alternative programs could increase. Therefore, some of the education staff of alternative programs should have special education certification, and support staff should have extensive training in how to serve students with disabilities. Multidisciplinary education and treatment teams also must be established in alternative schools and programs.

■ **Comprehensive systems** – Coordinated and comprehensive linkages must be developed among the public schools, the alternative education program, the student's family, and social service agencies. Educational, social services, juvenile justice, and mental health agencies must be linked by providing a system of wraparound programming where coordinated, cooperative, and comprehensive services are implemented to serve students.

■ **Educational climates that support the student's social/emotional needs** – Alternative settings must provide each person with the skills and supports necessary to create safe, productive, caring environments. In effective alternative settings, everyone is treated with respect and problem behavior is viewed as an opportunity to teach new skills.

RECOMMENDATION

Recommendation 6-15:

Develop a plan for expanding the alternative education program.

CCPS should develop a plan for expanding the alternative education program. The plan should include activities for the development and implementation of the essential elements of an effective alternative education program. The plan should also include options for students to continue in an alternative education program beyond one to two semesters and address functional job-related skills.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

6.5   *Special Education*

The Individuals with Disabilities Education Improvement Act (IDEA) defines special education as specially designed instruction, at no cost to the child's parents, to meet the unique needs of a student with a disability [20 U.S.C., sec 1401 (25)]. A student is eligible for special education and related services if he or she has a disability as identified by IDEA and, because of the disability, needs specially designed instruction. IDEA mandates a two-part standard for eligibility.

IDEA is a federal law that gives guidance and direction for providing special education services to students with disabilities. Originally passed in 1975 as the Education for All Handicapped Children Act, IDEA was reauthorized by Congress in 1997 and again in 2004. In 2004 the federal law was renamed the Individuals with Disabilities Education Improvement Act. Many provisions of the IDEA amendments address and clarify procedures for improving education and related services to students with disabilities. IDEA establishes six principles that govern the education of students with disabilities; these are summarized in Exhibit 6-8.

EXHIBIT 6-8
SIX PRINCIPLES GOVERNING THE EDUCATION OF STUDENTS WITH DISABILITIES

- **Zero reject:** A rule against excluding any student.

- **Nondiscriminatory evaluation:** A rule requiring schools to evaluate students fairly to determine if they have a disability and, if so, what kind and how extensive.

- **Appropriate education:**   A rule requiring schools to provide individually tailored education for each student based on the evaluation and augmented by related services and supplementary aids and services.

- **Least restrictive environment:**   A rule requiring schools to educate students with disabilities with students without disabilities to the maximum extent appropriate for the students with disabilities.

- **Procedural due process:** A rule providing safeguards for students against schools' actions, including a right to sue in court.

- **Parental and student participation:**   A rule requiring schools to collaborate with parents and adolescent students in designing and carrying out special education programs.

Source: *Exceptional Lives* by Turnbull and Turnbull, 2005.

FINDING

Striving Toward Research-based Interventions and Data-driven Evidence for Student Success (STRIDES) is a school-based problem-solving team in place at three of the five elementary schools. The mission of the STRIDES program is to identify student learning difficulties early and close the achievement gap between current performance and expected levels of achievement, thus decreasing the need for future special education services. The STRIDES program is based on a school-based problem-solving team that focuses on early intervention to increase student achievement, and provides frequent and ongoing data collection which guides the discussion and the action steps.

Students at risk of failure in the general education curriculum are referred to the STRIDES team in an effort to prevent the need for special education. The process has resulted in a reduction in the referral rate to the Office of Special Education from those schools implementing the STRIDES program. Fewer African American students are referred to the Office of Special Education because they have made progress via the STRIDES program, positively impacting the CCPS disproportionality data for this subgroup of students.

The STRIDES program has been highly effective in identifying and remediating students who are at risk of falling behind in the general education curriculum. Overall, the referral rates to the Office of Special Education have decreased at participating schools. CCPS plans to expand the program to all elementary schools in 2006-07.

COMMENDATION

Culpeper County Public Schools is commended for the implementing the STRIDES program.

FINDING

CCPS 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.

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 the 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 documents 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 CCPS.

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 divisions 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 divisions 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: Resolution Session Effectiveness – Percent of hearing requests that went to resolution sessions that were resolved through resolution session settlement agreements.

  Indicator 18: Mediation Effectiveness – Percent of mediations held that resulted in mediation agreements.

  Indicator 19: Reporting Accuracy and Timeliness – State-reported data are timely and accurate.

CCPS is required to work with the Virginia Department of Education to advance its current level of compliance with special education federal and state mandates and to improve the educational and functional outcomes for children and youth with disabilities. 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 6-16:

Develop activities, timelines, and data collection elements for documenting and reporting improved educational and functional outcomes for students with disabilities as required by IDEA 2004.

CCPS should 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.

FISCAL IMPACT

This recommendation can be implemented with existing staff and resources.

7.0 FACILITIES USE AND MANAGEMENT

This chapter presents findings and recommendations regarding facilities use and management in Culpeper County Public Schools (CCPS). The major sections of this chapter are as follows:

  7.1   Organizational Structure
  7.2   Facilities Planning and Construction
  7.3   Maintenance
  7.4   Operations and Custodial Services
  7.5   Energy Management

CHAPTER SUMMARY

The educational facilities of CCPS are generally well planned, cleaned, and maintained. The facilities use and management functions are effective and utilize several best practices.

CCPS is involved in a large facilities expansion project. This project is the result of several years of planning with the Culpeper County Board of Supervisors to address the extremely rapid growth of the county.

The maintenance department lacks an inventory of consumable supplies and equipment. Items have accumulated, and the spaces have become extremely disorganized and cluttered. Both the maintenance department and custodial services strive for excellence without school board-adopted standards to guide them.

Historically, CCPS has had a very strong energy conservation management program; however, the program has stalled. To enjoy utility savings as it has in the past, CCPS will have to emphasize energy conservation and invest in related equipment.

In general, the CCPS maintenance and facilities support department is staffed with capable professionals who take pride in the job they do and the services they provide.

7.1   *Organizational Structure*

FINDING

The director of maintenance and the construction projects manager do not report to the same person. The director of maintenance reports to the executive director of finance. The construction projects manager reports directly to the executive director of administrative services. On paper, the custodians report to the director of maintenance, but in actuality, they report directly to the principal of the building to which they are assigned.

CCPS is in the process of hiring a new assistant director of maintenance. This assistant director will report to the director of maintenance. The duties of the assistant director of maintenance will include supervisory functions and the development of a computerized maintenance work order system.

Exhibit 7-1 shows the organizational structure of the finance department; Exhibit 7-2, the structure of the facilities maintenance department; and Exhibit 7-3, the current structure of the administrative services department.

EXHIBIT 7-1
CULPEPER COUNTY PUBLIC SCHOOLS
FINANCE DEPARTMENT ORGANIZATIONAL STRUCTURE
FEBRUARY 2006

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                    ┌──────────────────────┐
                    │ Executive Director of │
                    │ Business and Finance  │
                    └───────────┬──────────┘
                                │       ┌──────────────────┐
                                ├───────│  Budget Analyst  │
                                │       └──────────────────┘
        ┌───────────────────────┼────────────────────────┐
        │                       │                         │
┌───────────────┐      ┌─────────────────┐      ┌──────────────────┐
│    Payroll    │      │   Director of   │      │ Director of Food │
│  Coordinator  │      │   Maintenance   │      │     Service      │
└───────┬───────┘      └─────────────────┘      └──────────────────┘
        │
┌───────────────┐
│ Accounts Payable │
│   Coordinator    │
└───────┬───────┘
        │
┌───────────────┐
│ Accounts Receivable │
│     Coordinator     │
└──────────────────┘
```
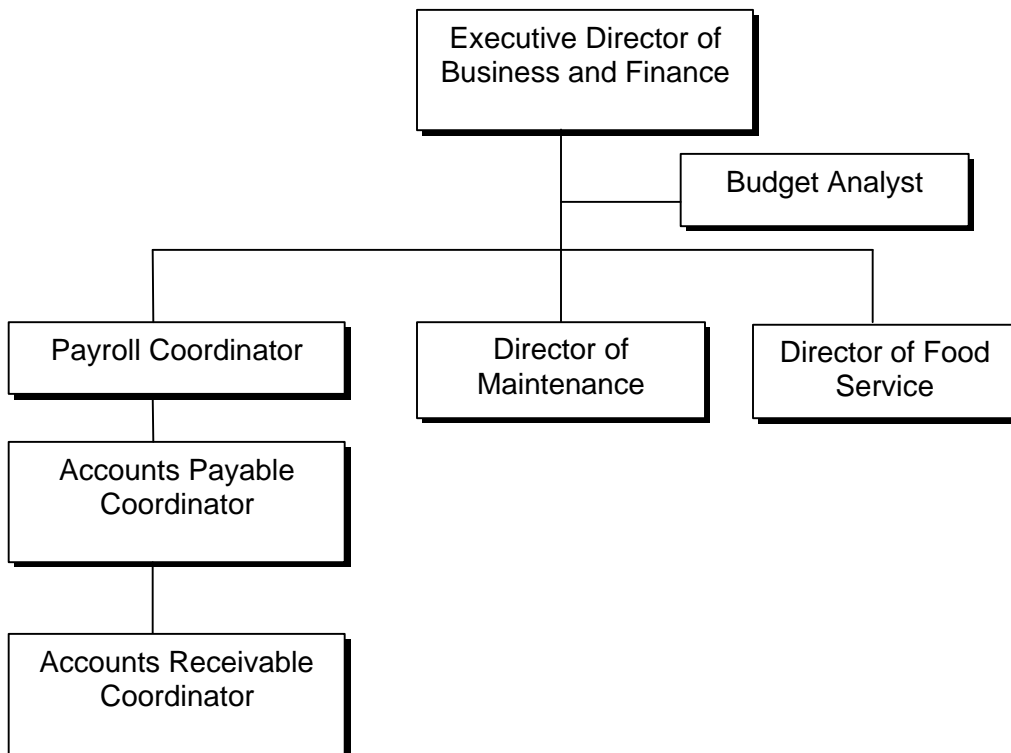
Source: Culpeper County Public Schools, 2006.

**EXHIBIT 7-2
CULPEPER COUNTY PUBLIC SCHOOLS
FACILITIES MAINTENANCE ORGANIZATIONAL STRUCTURE
FEBRUARY 2006**

```
                    Director of Maintenance
                                    |
                                    |------ Secretary to the
                                    |       Director of
                                    |       Maintenance
                                    |
                    Assistant Director of
                        Maintenance
                                    |
                                    |------ Custodians
                                    |
       ----------------------------+----------------------------
       |                           |                           |
    Building                    Painters                    Skilled
 Technician and                                           Maintenance
 Energy Manager                                                |
       |                                              -----------------
    Building                                          |               |
  Technicians                                      Skilled         Skilled
       |                                        Maintenance      Maintenance
    Building                                      Grounds          Workers
  Technician                                    Supervisor            |
  Apprentice                                         |            Maintenance
                                              Temporary Lawn        Workers
                                                  Crew
```
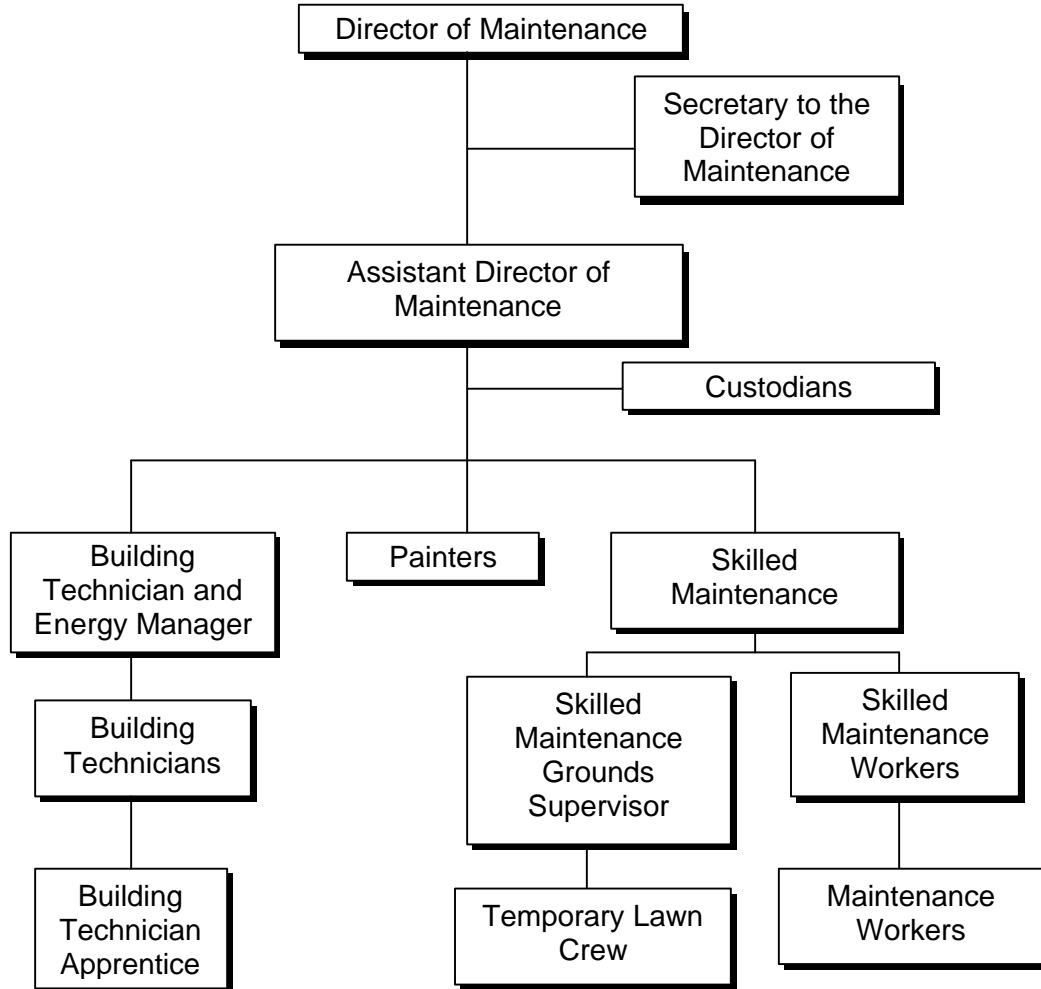
Source: Culpeper County Public Schools, 2006.

**EXHIBIT 7-3
CULPEPER COUNTY PUBLIC SCHOOLS
ADMINISTRATIVE SERVICES DEPARTMENT ORGANIZATIONAL STRUCTURE
FEBRUARY 2006**

```
                    ┌─────────────────┐
                    │ Executive Director│
                    │ of Administrative│
                    │    Services     │
                    └─────────────────┘
                             │      ┌─────────────────┐
                             │      │ Lead Secretary  │
                             ├──────│ to Exec. Dir. of│
                             │      │ Admin. Services │
                             │      └─────────────────┘
   ┌──────┬────────┬─────────┼──────────┬─────────┬──────────┐
┌──────┐┌────────┐┌─────────┐┌─────────┐┌───────┐┌─────────┐
│Nurses││Discipline││Director of││Director of││Court ││Const.   │
│      ││Hearing ││Technology ││Transportation││Liaison││Projects │
│      ││Officer ││          ││          ││       ││Manager  │
└──────┘└────────┘└─────────┘└─────────┘└───────┘└─────────┘
```
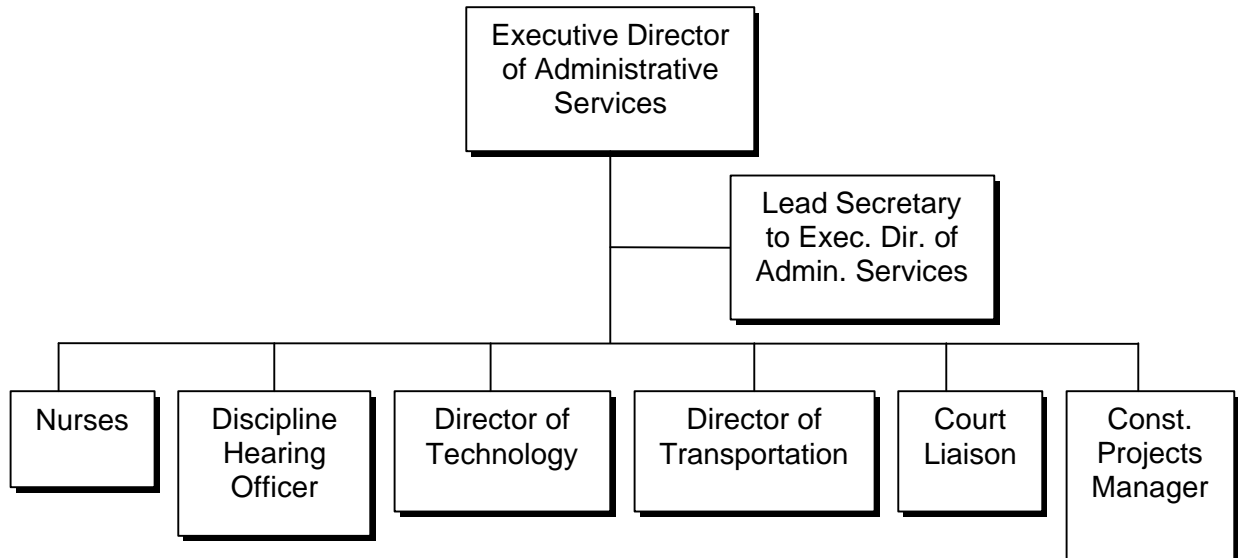
Source: Culpeper County Public Schools, 2006.

RECOMMENDATION

Recommendation 7-1:

Reorganize so that the director of maintenance and the construction projects manager report to the executive director of administrative services.

Having the director of maintenance and the construction projects manager report to the director of administrative services will enhance communications and the coordination of construction, remodeling projects, and ongoing maintenance. Under the current reporting structure it is difficult to guarantee that all parties have the information needed to ensure projects and maintenance are handled as efficiently as possible. Proper management of facilities requires careful coordination of the planning, design, construction, maintenance, and operations functions.

Exhibit 2-13 in Chapter 2.0, Division Administration, shows the proposed structure for the administrative services department.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The maintenance and facilities function in the division needs to create a "corporate memory" on paper, so when key senior administrators and maintenance individuals leave, their knowledge will still benefit the division. The construction projects manager, director of maintenance, executive director of finance, and executive director of administrative services have all been hired in the last few years. Each of these individuals replaced someone with a "corporate memory," which is an important component to an effective operation. Unfortunately, but not surprisingly, much of this "corporate memory" goes undocumented.

RECOMMEDNATION

Recommendation 7-2:

Charge the assistant director of maintenance with creating reporting mechanisms that will document the maintenance and construction history of Culpeper County Public Schools.

Some early reports on the history of the maintenance and construction activities can be developed and put into a database for each school. By developing a documented "corporate history," CCPS will not lose the valuable experience of its senior administrators and maintenance mechanics.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

7.2   *Facilities Planning and Construction*

CCPS has been actively involved in the design and construction of school facilities. The rapid growth of the county is expected to continue for an extended period of time. The hiring of a construction projects manager has significantly improved the development, design, and construction techniques for new and remodeling projects.

The relationship between the county board of supervisors and the school board is strained. There have been some significant differences between these two bodies in relation to the projection of student populations and the need for school facilities. While some of these issues have been resolved, others remain.

FINDING

CCPS hired a construction projects manager two years ago to address the county's rapidly increasing growth and the demands that growth has placed on school facilities. Culpeper County has experienced an extremely rapid increase in population, which shows no signs of abating. During interviews, facilities personnel described the issue of meeting the demands of growth as the most important challenge. The construction projects manager has been actively involved in developing enrollment projections,

developing capital improvement plans, taking inventory of school buildings at each site, updating a facilities master plan, taking inventory of equipment, and facilitating the design of a new high school annex and the new high school.

COMMENDATION

Culpeper County Public Schools is commended for having the foresight to hire a construction projects manager.

FINDING

Building inventories have been compiled for each site, taking the following factors into account:

- capacity reviews;
- programmatic issues;
- the state standards of learning; and
- state calculations of capacity.

These building inventories include floor plans of each building and specify how each individual space is utilized. Cost of utilities, staffing and student ratios, enrollments by grade, personnel costs, and operating costs on a per student basis can all be found in the inventories. This information serves as the catalyst for the Capital Improvement Plan.

COMMENDATION

Culpeper County Public Schools is commended for developing a comprehensive building inventory.

FINDING

A comprehensive planning process was utilized in the design of the new high school. Once an architect was hired, a user group made up of the instructional chairs of the high school and other division personnel was established to provide the educational programming information. Each one of these educational specialists made presentations to the committee as a whole. The architect assisted by informing individuals of the relationship of design to educational trends in facilities by taking trips to other facilities in the region. The document was then approved by the school board, after which the architects developed the design.

COMMENDATION

Culpeper County Public Schools is commended for involving many stakeholders in the design process of the new high school.

FINDING

During this design process for the high school, the design committee established a list of items that could be deleted from the project at bid time, in the event the project bids exceeded the allotted amount. Taking a very pragmatic approach to the realities of design versus costs allows CCPS to make sound decisions without delaying the construction process due to high bids.

COMMENDATION

Culpeper County Public Schools is commended for developing a comprehensive list of items that can be deleted from the design of the high school in the event costs exceed estimates.

FINDING

CCPS does not have a standard set of educational specifications to guide design professionals as they design new construction projects or renovation projects. These educational specifications are a set of concisely written, organized objectives that describe the educational facility needs of students, educators, and the community. They collectively outline what these groups want to achieve, as well as their activities and the relationships among them.

Educational specifications will need to be modified for specific projects and sites as projects are funded and approved for design. Design specifications and construction specifications should follow this step. Without educational specifications, new school facilities tend not to be comparable in their potential to deliver equal access to educational programs.

RECOMMENDATION

Recommendation 7-3:

Develop prototypical educational specifications for elementary schools, middle schools, and high schools.

Educational specifications provide an effective means of communication between the school division and the design team. The written specifications and their development greatly improve communications and mutual understanding. Improved communications and mutual understanding lead to a better school construction project. Further, prototypical educational specification documents ensure that new school facilities will be comparable in their potential to deliver equal access to educational programs.

Prototypical designs do not have to specify exterior/interior appearances. A wide variety of finishes, exterior trim, covered walkways, and roofs permit tailoring schools to neighborhood areas while capitalizing on the advantages of prototypical design.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The high school annex inaugurated in January of 2006 was constructed in a very cost-effective manner, thanks to the use of value engineering techniques that assisted in the architectural design. These architectural designs ensured that the building could be renovated easily and cost-effectively. The annex project has allowed the division to try various construction materials such as sheetrock walls, and different types of paint, and flooring and to assess the efficiency of six different furniture configurations. It is the goal that some of these materials and furniture configurations will be utilized in the new high school.

COMMENDATION

Culpeper County Public Schools is commended for utilizing value engineering and non-typical construction techniques.

FINDING

In the section of the policy manual on the construction and remodeling of school facilities, the policy entitled "Supervision of Construction" neglects to address any guidelines or procedures associated with construction change orders. Policy and written administrative procedures should be in place to help control project cost increases due to change orders.

RECOMMENDATION

Recommendation 7-4:

Develop and adopt policy and administrative procedures governing construction change orders.

The implementation of this recommendation should result in more effective school board and executive administrative control over construction change orders. When a situation arises that reduces or increases the project cost or scope of work, construction management will prepare a change order. The authorization process should be clearly spelled out and a dollar figure established which would require school board approval.

Such policies and procedures make it easier to detect abuses that may occur, and this recommendation will result in provisions that should minimize those opportunities.

Exhibit 7-4 provides a sample change order policy that might be useful as this recommendation is implemented.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

EXHIBIT 7-4
SAMPLE CHANGE ORDER POLICY

The superintendent or administrative designee is authorized to approve construction change orders that will not increase the contract amount more than twenty-five thousand dollars ($25,000.00) over the original contract amount or the last contract amount (increased or decreased) approved by the school board and recorded in its minutes.

1. All requested change orders must be in writing and must be approved in writing before the work is done.

2. Requested change orders concerning the same subject shall not be split in the event that the sum total of the initial requested change order increases the contract amount by more than twenty-five thousand dollars ($25,000.00).

3. Under no circumstance shall subcontracted construction management firms or personnel approve construction change orders.

4. Copies of all approved change orders shall be provided to the school board at its first regular or special meeting following the approval date of the change order.

Source: MGT of America, Inc., 1998.

FINDING

A formal process that requires a post-occupancy review of major facility renovations or new construction projects does not currently exist. A post-occupancy review can assist CCPS in identifying how facilities could be better designed and constructed to meet the educational specifications. The post-occupancy review can also determine how the educational specifications should be revised to better meet the program requirements.

RECOMMEMDATION

Recommendation 7-5:

Develop a process to conduct post-occupancy reviews of major facility renovations and/or new construction projects.

The information gathered by a post-occupancy review team should be compared to the original educational specifications. In addition, the educational specifications should be examined as to their accuracy in describing the facility needs of the educational programs. A post-occupancy evaluation team should include three types of individuals:

- an architect with school design experience;

- an engineer with school design experience; and

- an educator with experience in the development of educational specifications.

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing resources. However, the work may also be outsourced, or a combination of in-house and outsourcing may be used. An accurate cost cannot be projected until the method of implementation is determined.

7.3   *Maintenance*

FINDING

CCPS spends $.97 (ninety seven cents) more for maintenance than the national average on a per square foot basis. As shown in Exhibit 7-5, a comparison of the division's actual expenditures for fiscal year 2005 to the results of a national survey conducted each year by *American School & University* magazine indicates that CCPS exceeds the national average for expenditures for school districts with enrollments of over 3,500 students in the following areas:

- outside contracted labor;
- utilities;
- equipment and supplies;
- other expenses; and
- total maintenance budget.

CCPS total maintenance costs exceed the national average on a square foot basis, for equipment and supplies, and other expenditures, however; total maintenance payroll costs do not exceed the national average. Drawing a conclusion from this statistic can be difficult because of several factors. First, buildings may be older and require more maintenance. Second, buildings may be better maintained and have less deferred maintenance. Consequently, a comparison of maintenance budgets without a comparison of the amount of deferred maintenance, the age of the buildings, and the condition of the buildings is somewhat questionable.

RECOMMENDATION

Recommendation 7-6:

Review maintenance costs and target a reduction of $0.50 (fifty cents) per square foot.

The executive director of administrative services, the executive director of business and finance, and the director of maintenance should review the maintenance costs and determine if expenditures can be reduced to a level in line with national averages. Possible areas for reduction include:

- outside contracts;
- equipment and supplies; and
- other expenses.

FISCAL IMPACT

The fiscal impact of this recommendation will depend on the outcome of the review. Reducing costs by the targeted amount of $0.50 (fifty cents) per square foot would create an annual savings of approximately $454,643 per year (909,287 square feet × $0.50 = $454,643).

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Reduce Maintenance Costs	$454,634	$454,634	$454,634	$454,634	$454,634

EXHIBIT 7-5
MAINTENANCE AND OPERATIONS COSTS PER SQUARE FOOT
UTILIZING FISCAL YEAR 2005 ACTUAL EXPENDITURES

BUDGETED ITEM	FY 2005 ACTUAL EXPENSES	TOTAL SQUARE FEET	COST PER SQUARE FOOT	NATIONAL MEDIAN COST PER SQUARE FOOT	SCHOOL DISTRICTS WITH TOTAL POPULATIONS OVER 3,500 COST PER SQUARE FOOT
Custodial	$1,122,552	909287	$1.23	$1.41	$1.57
Maintenance/Grounds	$681,159	909287	$0.75	$0.50	$0.77
Workers' Compensation	$173,261	909287	$0.24	*	*
Total Payroll	**$1,976,972**	**909287**	**$2.17**	**$1.79**	**$2.39**
Outside Contract Labor	**$399,777**	**909287**	**$0.44**	**$0.24**	**$0.14**
Fuel	$212,654	909287	$0.23	$0.38	$0.26
Electrical Services	$823,478	909287	$0.91	$0.67	$0.83
Other Utilities	$292,142	909287	$0.14	$0.19	$0.19
Total Utilities	**$1,328,274**	**909287**	**$1.46**	**$1.35**	**$1.37**
Total Equipment/Supplies	**$754,543**	**909287**	**$.083**	**$0.27**	**$0.25**
Total Other Expenses	**$286,950**	**909287**	**$0.32**	**$0.19**	**$0.14**
Total M & O Budget	**$4,746,516**	**909287**	**$5.22**	**$3.84**	**$4.29**

Source: CCPS FY2005 Actual Maintenance Expenditures; Annual M & O Study, *American School & University*, April 2005.
*Workman's Compensation values are incorporated into the National Averages for Maintenance and Custodial Salaries.

FINDING

Warehouse space for the maintenance department is extremely limited and unorganized. The various trades do not have a specific space assigned to them for the organization of supplies and materials. Staff are not assigned to provide a warehouse supervisory function.

RECOMMENDATION

Recommendation 7-7:

Hire a warehouse supervisor.

This position will increase efficiency in ordering and maintaining the appropriate supplies needed for the maintenance department. A reduction of time for personnel to locate supplies and materials and a decrease in duplication of supplies and materials should occur.

FISCAL IMPACT

The warehouse supervisor position would cost between $25,000 and $35,000 per year plus benefits. Cost savings will be recognized when an accurate inventory of supplies and materials has been developed and the potential for duplicate purchasing eliminated. The following table shows an initial salary of $30,000 plus 32 percent fringe benefits for a total of $39,600.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Hire a Warehouse Supervisor	($39,600)	($39,600)	($39,600)	($39,600)	($39,600)

FINDING

Work orders, the scheduling of preventive maintenance, and maintenance reports are generated and developed without the assistance of a comprehensive maintenance management software system. A formalized system for tracking work orders and their status does not exist. Communications between the maintenance staff and facility personnel were identified as a concern in relation to the status of work orders and their completion.

RECOMMENDATION

Recommendation 7-8:

Purchase and implement a computerized maintenance management software system.

By purchasing the computerized maintenance management system, the division would have the capability to automatically generate work orders, track work orders, evaluate the ongoing costs associated with work orders, and establish work orders for preventive

maintenance. The system would enhance communication between the maintenance staff as well as the individuals who originate the work orders. All parties would be able to see the status of their work order along with estimated times for completion.

FISCAL IMPACT

The cost for a computerized maintenance management work order system is estimated at $4,500. The system would also have the capability of automatically generating work orders for preventive maintenance. Increased efficiencies for building principals and maintenance workers and a comprehensive preventative maintenance program would likely offset the purchase price over time.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Purchase a Computerized Work Order System	($4,500)	$0	$0	$0	$0

FINDING

CCPS does not have written maintenance standards as part of its school board policy manual, or guidelines for expenditures of maintenance funds. This has a negative impact on the overall maintenance of the school division because economies of scale are lost in the process and principals have no gauge to determine quality.

The school division should have maintenance standards which apply to all facilities and help guide the maintenance program. Without standards to guide the maintenance department and its budget, the levels of repair at the different schools will vary according to the wishes and desires of the building principal.

RECOMMENDATION

Recommendation 7-9:

Create maintenance standards that define the expectations for the maintenance of school buildings.

Maintenance standards will create the same level of expectations, and thus internal consistencies, across the school division. This will improve the quality of repairs and preventive maintenance activities.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Due to a lack of job descriptions, the difference between the roles of building custodians and maintenance staff are not always clear. Specifying their duties would give

maintenance staff well defined roles. These duties and roles should be identified in job descriptions for maintenance personnel.

RECOMMENDATION

Recommendation 7-10:

Develop comprehensive job descriptions for maintenance personnel.

Developing comprehensive job descriptions for the maintenance staff and providing them specific uniform standards for the services they provide should clarify their role in the day-to-day maintenance of the facilities.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

CCPS lacks a systematic training program for its maintenance employees that would ensure that they are aware of current best practices and provide access to information that would improve their services. With this periodic training, employees become more aware of new methods and products to provide efficiencies. In addition, the risk of injury decreases when employees are trained in the latest methods and knowledgeable of the hazards of certain products currently in wide use.

CCPS does not provide ongoing training that focuses on board policy and state and federal laws (e.g., sexual harassment and discrimination). These training programs should be incorporated into the staff development activities of each employee to ensure that the risk associated with these policies and laws are diminished as much as possible.

RECOMMENDATION

Recommendation 7-11:

Implement an ongoing staff development program for maintenance personnel.

Systematic training would help employees increase productivity and improve the safety record of the school division. Formal training programs for facility maintenance personnel may be sufficient to reduce liability insurance premiums.

Training topics that should be considered include:

- time management;
- professional skill development;
- quality control;
- personnel management strategies;
- interdepartmental communication skills;
- customer communication skills; and
- work habits.

Training involving board policy and state and federal statutes significantly reduces the risk associated with possible litigation. Topics that should be considered for staff development activities include:

- sexual harassment;
- discrimination;
- Family Medical Leave Act;
- HIPAA (Health Insurance Portability and Accountability Act);
- fringe benefits; and
- laws associated with the Fair Labor Standards Act.

FISCAL IMPACT

This recommendation can be implemented with existing resources. Training by vendors is often a low-cost form of implementing this recommendation.

FINDING

Maintenance staff have not been formally evaluated for the past five years. CCPS board policy stipulates that all professional and support staff have a formal appraisal on a periodic basis. The results of the evaluation shall be in writing, dated, and signed by the evaluator and the person being evaluated.

RECOMMENDATION

Recommendation 7-12:

Implement an ongoing evaluation process for all maintenance personnel.

The process of regular evaluations will assist in identifying individuals' roles and responsibilities and provide staff with ongoing assistance in developing the skills necessary to adapt to an ever-changing environment.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

CCPS currently stores all building drawings and blueprints in the maintenance facility. The storage cabinets are located adjacent to a machine shop and are housed in a non-secured area. The drawings are used by a wide variety of professionals in the maintenance department and by subcontractors. None of the division's drawings have been digitized, nor are copies stored off-site in case of a catastrophic loss. The division's construction projects manager does not have easy access to the architectural drawings.

RECOMMENDATION

Recommendation 7-13:

Digitize the blueprints for the school facilities.

Currently the blueprints are at risk of a catastrophic loss. Digitizing the blueprints and storing copies in an off-site location is extremely important since these documents are irreplaceable.

FISCAL IMPACT

The cost of digitizing the blueprints and storing them off site is estimated to be $2,000 per site. Total fiscal impact is estimated at $18,000 to $19,000, given that it may be necessary to purchase a fireproof storage cabinet.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Digitize Blueprints	($18,000)	$0	$0	$0	$0
Purchase a Fireproof Storage Cabinet	($1,000)	$0	$0	$0	$0

FINDING

Each of the physical facilities for the school division is on a rotation to be painted. The painters work at night, and they have completed five of the eight schools. The remainder of the schools are to be painted in the next few years.

COMMENDATION

Culpeper County Public Schools is commended for having a comprehensive painting schedule for all facilities that is done at night so that it does not disrupt the instructional process.

7.4   *Operations and Custodial Services*

The organizational chart (Exhibit 7-2) shows that custodial services report to the director of maintenance. Interviews with the building principals determined that this reporting structure and the roles principals play in relation to custodians are not well defined.

The number of custodians employed per square foot is below MGT recommended staffing levels.

The custodians are very dedicated to their jobs and the buildings' appearance exemplify that dedication.

FINDING

Confusion exists among the building principals with regard to the reporting structure of the custodian and the maintenance department. Custodial services within each building are supervised by the building principals or their designee. The evaluation, hiring, and termination of custodial staff and the roles the principals play are not well defined.

RECOMMENDATION

Recommendation 7-14:

Hire a half-time custodial supervisor who would report to the director of maintenance.

The custodial supervisor would ensure that each custodian is aware of the expectations and role he or she is to fulfill. Evaluations of employees would be conducted using standard criteria. This recommendation would allow the principals additional time for instructional duties.

FISCAL IMPACT

The salary estimates start with a base salary for the half-time custodial supervisor position at $16,000 plus fringe benefits of 32 percent. This estimate is based on information provided in the CCPS 2006 Salary Summary for Maintenance and Custodial Personnel.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Hire a Half-time Custodial Supervisor	($21,120)	($21,120)	($21,120)	($21,120)	($21,120)

Consideration should be given to combining this job with the recommended warehouse supervisor position (Recommendation 7-7). Depending on the responsibilities assigned, the positions could possibly be combined until growth warranted additional staffing.

FINDING

There is a distinct difference between the cleanliness of the high school and that of the rest of the schools. The high school floors, locker rooms and restrooms are not kept at the same level of cleanliness as seen throughout the remaining facilities within the division. Custodial staff and principals do not have an established set of policies and guidelines explaining the expectations of the division with regard to cleanliness standards for the facilities. The quality of custodial service in the remaining facilities overall is good.

RECOMMENDATION

Recommendation 7-15:

Establish policies and guidelines that denote the expectations of the division with regard to cleanliness standards for the facilities.

Exhibit 7-6 provides examples of cleanliness levels. CCPS, based upon available resources and the philosophy of the division with regard to custodial services, should establish a common level of cleanliness for all educational facilities. This provides supervisors and custodians with a common statement of expectations.

EXHIBIT 7-6
APPA CLEANLINESS SCALE

Level 1: Ordinary Spotlessness - Only small amounts of litter in containers. Floor coverings are kept bright and clean at all times. No dust accumulation on vertical surfaces, very little on horizontal surfaces. All glass, light fixtures, mirrors, and washbasins are kept clean. Only small amounts of spots visible.
Level 2 Ordinary Tidiness - Only small amounts of litter in containers. Floor coverings show periods of peaks and valleys in appearance. Dusting is maintained at a high level. All glass, light fixtures, mirrors, and washbasins show evidence of spots and dust.
Level 3: Casual Inattention - Only small amounts of litter in containers. Floor coverings show periods of peaks and valleys in appearance. Dust accumulation on vents, vertical, and horizontal surfaces. All glass, light fixtures, mirrors, and washbasins show accumulations of dust, spots, and prints.
Level 4: Moderate dinginess - Waste containers are full and overflowing. Floor coverings are normally dull, marked, and spotted with infrequent peaks. Dusting is infrequent and dust balls accumulate. All glass, light fixtures, mirrors, and washbasins are dirty and spotted.
Level 5: Unkempt Neglect - No trash pickup. Occupants of building are responsible. Regular floor care is eliminated. Dusting is eliminated. All glass, light fixtures, mirrors, and washbasins are very dirty.

Source: APPA: The Association of Physical Plant Administrators, 1998.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Interviews with the building principals indicated that daily and weekly custodial duties differed from building to building and were not consistent. Many of the principals convey their expectations for custodial services verbally. Custodial absences and resignations force principals or other custodial staff to assist substitutes or new hires in identifying the tasks they are to complete on a daily and weekly basis. The inconsistency of custodial expectations from building to building results in various levels of building cleanliness.

RECOMMENDATION

Recommendation 7-16:

Establish time and task expectations that tie directly to the desired level of cleanliness.

The list of custodial duties will assist in communicating expectations to the building custodians and provide a tool to assist in custodian evaluations. Consistency in building cleanliness should be enhanced.

Three major components of the time and task standards are identified by the Association of Physical Plant Administrators or the APPA Standards:

- Appearance Levels must be defined and described in some detail. (The APPA handbooks provide descriptions for five levels of cleanliness, summarized in Exhibit 7-6.)

- Standard Spaces must be identified to ensure that the difference in the types of spaces and the cleaning effort required for those spaces is clearly distinguished. (The APPA handbooks identify 33 different types of spaces.)

- CSF (Cleanable Square Feet) is an industry standard that is used to measure and compare data.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Outsourcing of custodial services exists for the Floyd T. Binns Middle School. The contractor provides acceptable custodial services; however, they utilize a significant number of part-time custodians, and the time requirement for supervision by the principals is greater than in schools where custodians are employees of the division. The building principal plays a critical role in this process. In a system where the custodians work directly under the building administrator, it is imperative that the reporting structure and standards for all custodial services be consistent within the school division. Difficulties may arise when custodians have the same expectations, but different employers.

In an employee survey, the majority of CCPS administrators, principals, and teachers indicated custodial services needed to be improved. Some of those survey results are presented in Exhibit 7-7. In visiting each school it is evident that the custodians take a lot of pride in their work; however, the quality of custodial services varies significantly within the division. The outsourcing of some custodial services in various buildings, in addition to the various levels of expectations by the principals, contributes to these differences in quality.

EXHIBIT 7-7
COMPARISON SURVEY RESPONSES

CUSTODIAL SERVICES	PERCENTAGE
Percentage of administrators who seek some improvement in custodial services	67
Percentage of administrators indicating custodial services are adequate	33
Percentage of principals who seek some improvement in custodial services	59
Percentage of principals who indicate custodial services are adequate	41
Percentage of teachers who seek some improvement in custodial services	49
Percentage of teachers indicating custodial services are adequate	45

Source: CCPS survey results compiled by MGT of America, Inc. 2006.

RECOMMENDATION

Recommendation 7-17:

Discontinue the outsourcing of custodial services and provide custodial services utilizing CCPS employees.

Implementation of this recommendation should increase the quality of custodial service and decrease the amount of time spent providing supervision. Upon the implementation of uniform cleanliness standards and the development of custodial tasks that are performed on a daily, weekly, and monthly basis, uniform custodial services should be provided throughout the entire division.

FISCAL IMPACT

MGT's recommended formula is one full-time equivalency custodian to 19,000 gross square feet (this assumes an eight-hour day for 12 months per FTE). MGT modifies the formula by adding .75 FTE at a middle school. This recognizes the fact that custodians are usually doing duties beyond cleaning. Applying the ratio of one FTE to each 19,000 gross square feet and adjusting by adding .75 FTE, MGT recommends eight full-time custodians for Floyd T. Binns middle school (135,462 square feet divided by 19,000 square feet = 7.12 FTE + .75 FTE = 7.87 FTE).

The average custodian's wage for the division plus benefits is $28,908 multiplied by eight custodians yields the total average salaries equal to $231,264. The cost of outsourcing custodial services at Floyd T. Binns Middle School is approximately $212,000 per year. The additional cost to CCPS would be $19,254 per year.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Hire Eight New Custodians	($231,264)	($231,264)	($231,264)	($231,264)	($231,264)
Discontinue Outsourcing of Custodial Services	$212,000	$212,000	$212,000	$212,000	$212,000
Net Cost	($19,264)	($19,264)	($19,264)	($19,264)	($19,264)

The approximately $20,000 difference in expense would be offset by the decrease in time spent supervising custodial services. Utilizing CCPS staff would streamline reporting structures and ensure utilization of divisional standards for custodial services.

FINDING

Each of the schools utilizes chemical dispensers as a money-saving technique. Custodians are trained in their use, thus reducing the amount of chemicals used by custodians.

COMMENDATION

Culpeper County Public Schools is commended for utilizing chemical dispensers in each facility and training the custodians in their proper use.

FINDING

Due to a lack of job descriptions, differences between the roles of building custodians and maintenance staff are not always clear. Specifying their duties would give custodians well defined roles. These duties and roles should be identified in job descriptions for custodians.

RECOMMENDATION

Recommendation 7-18:

Develop comprehensive job descriptions for custodians.

Developing comprehensive job descriptions for the custodial staff and providing them specific uniform standards for the services they provide should clarify their role in the day-to-day upkeep of the facilities.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Much of the training is provided by vendors of products. In addition, many staff members have not had training concerning specific board policies and state and federal laws on sexual harassment and discrimination. The custodial staff expressed concerns about the lack of ongoing staff development.

RECOMMENDATION

Recommendation 7-19:

Implement an ongoing staff development program for all custodial personnel.

Systematic training would help employees increase productivity and improve the safety record of the school division.

Training topics that should be considered include:

- time management;
- professional skill development;
- quality control;
- personnel management strategies;
- interdepartmental communication skills;
- customer communication skills; and
- work habits.

Training relating to board policy and state and federal statutes significantly reduces the risk associated with possible litigation. Topics that should be considered for staff development activities include:

- sexual harassment;
- discrimination;
- Family Medical Leave Act;
- HIPAA (Health Insurance Portability and Accountability Act);
- fringe benefits; and
- laws associated with the Fair Labor Standards Act.

FISCAL IMPACT

This recommendation can be implemented with existing resources. Training by vendors is often a low-cost form of implementing this recommendation.

7.5 *Energy Management*

FINDING

A comprehensive energy conservation system has saved the division more than $1 million over the past 10 years. The savings have been due to digital control systems, replacement of boilers and chillers, and a comprehensive educational program concerning the conservation of energy.

COMMENDATION

Culpeper County Public Schools is commended for its comprehensive energy conservation program, which has resulted in substantial savings for the division over the past 10 years.

FINDING

Efforts to conserve energy in the next few years will require significant replacement of obsolete and outdated HVAC equipment. CCPS has developed a Capitol Improvement Plan that identifies these HVAC items and time frames in which they should be replaced.

COMMENDATION

Culpeper County Public Schools utilizes a Capital Improvement Plan that identifies specific HVAC items that need to be replaced and a timeline in which they will be replaced.

FINDING

Having energy conservation as a priority has allowed CCPS to incorporate energy-efficient features such as heat pumps, geothermal apparatus, and motion-controlled sinks, toilets, and light fixtures into the design of new and remodeled facilities.

COMMENDATION

Culpeper County Public Schools is commended for evaluating numerous energy-saving features and implementing such features into the design and construction of new and remodeled facilities.

FINDING

During the past few years, the comprehensive energy conservation training program for employees has not remained a top priority. Due to the significant turnover in staff in recent years, many individuals are not aware of some of the energy conservation techniques that can be used.

RECOMMENDATION

Recommendation 7-20:

Reinitiate a comprehensive energy conservation training program for all school personnel.

By having all employees educated and participating in the cost savings associated with various energy conservation practices, the division will continue to realize ongoing savings.

EXHIBIT 7-8
CULPEPER COUNTY PUBLIC SCHOOLS UTILITY COSTS
FOR FISCAL YEAR 2005 COMPARED TO NATIONAL AVERAGES

UTILITY	CCPS FY 2005 ACTUAL COST	CCPS TOTAL BUILDING SQUARE FEET	CCPS COST PER SQUARE FOOT FISCAL YEAR 2005	NATIONAL AVERAGE COST PER SQUARE FOOT	NATIONAL AVERAGE COST PER SQUARE FOOT FOR STUDENT ENROLLMENTS OVER 3500
Fuel	$212,654	909287	$0.23	$0.38	$0.26
Electrical Services	$823,478	909287	$0.91	$0.67	$0.83
Other Utilities	$292,142	909287	$0.14	$0.19	$0.19
Total Utilities	**$1,328,274**	**909287**	**$1.46**	**$1.35**	**$1.37**

Source: CCPS FY2005 Actual Maintenance Expenditures, 34th Annual M & O Study, *American School & University*, April 2005.

FISCAL IMPACT

If a comprehensive energy conservation program amounted to $0.06 (six cents) per square foot on an annual basis, that would equate to an annual savings of $54,557. (909,287 square feet × $0.06 = $54,557.) A reduction of $0.06 (six cents) per square foot would bring CCPS more in line with the national average. The $0.06 (six cents) per square foot is a conservative estimate of the amount that could be saved.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Reinstate a Comprehensive Energy Conservation Training Program	$54,557	$54,557	$54,557	$54,557	$54,557

FINDING

The division's energy conservation program rests solely on the shoulders of one of the HVAC technicians. Communication styles have been an issue between this individual and other personnel including building principals and administrative staff. This individual has been dedicated to energy conservation for many years and has been employed by the division for more than three decades. When this individual leaves the division and retires, much of his knowledge and experience will be lost. Everyone recognizes the significant contributions he has made to the savings of the division.

RECOMMENDATION

Recommendation 7-21:

Assign the new assistant director of maintenance to be the liaison between the school personnel and the maintenance department in regard to enhancing energy efficiency.

Assignment of this duty to the assistant director of maintenance will allow him to become actively involved in the energy conservation programs that have been utilized in the past, and to serve as an effective advocate for energy conservation not only within the maintenance department, but also throughout the division.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

8.0 TRANSPORTATION

This chapter presents findings, commendations, and recommendations for the transportation function in Culpeper County Public Schools (CCPS). The major sections of this chapter are as follows:

8.1   Organization and Staffing
8.2   Planning, Policies, and Procedures
8.3   Routing and Scheduling
8.4   Training and Safety
8.5   Vehicle Maintenance

CHAPTER SUMMARY

The transportation department provides transportation services for 5,262 of the 6,997 students enrolled in CCPS. With exceptions discussed in this chapter, it satisfactorily delivers students to and from their destinations, has an effective driver training program, and is able to replace buses on a 15-year basis.

Significant accomplishments of the transportation department include:

■   developing a cost-effective, annual school bus lease-purchase program financed through SunTrust Banks, which has resulted in the acquisition of 14 new replacement buses each year at an extremely attractive rate of interest;

■   reducing school bus deadhead miles by 31,824 miles or 17 percent since 2001-02;

■   researching and examining options and proposals for replacing all fuel dispensers and adding a fuel management system to reduce long-term fueling costs and streamline the accounting for dispensed fuel; and

■   developing a fuel spill prevention, control, and containment plan through the Environmental Services and Protection Corporation that, if acquired and implemented, will result in the installation of an electronic tank monitoring system for fuel dispensing tanks.

Overall, the transportation department does a satisfactory job complying with and implementing the transportation policies and procedures of the Virginia Department of Education (DOE). However, MGT found that certain areas of the transportation function could be improved. The following is a summary of key findings:

■   CCPS schedules paired double routes for the middle and high schools, resulting in some students arriving at school 30 minutes or more before classes begin and waiting for afternoon transportation nearly one hour.

- ■ The transportation department needs to improve procedures related to recruitment and retention of bus driving personnel and take actions to improve driver morale.

- ■ Mechanics assigned to CCPS are not Automotive Service Excellence (ASE) certified.

- ■ An on-site review of bus loading practices at Pearl Sample Elementary School revealed appropriate supervision of students; however, buses were parked in two parallel lines with an open corridor between that was wide enough for vehicle passage between rows of buses during bus loading times.

- ■ The bus and vehicle maintenance garage and storage rooms are cluttered and present a disorganized appearance.

Making the improvements recommended in this chapter could reduce costs, improve operations, improve retention of bus drivers, and increase department efficiency.

INTRODUCTION

Culpeper County Public Schools provided student transportation services to 4,810 students during school year 2004-05. For school year 2005-06, CCPS is providing transportation services to 5,262 students (452 more students) which represents a nine percent increase over school year 2004-05.

The transportation department provides daily transportation for students to eight school centers, as well as special transportation and shuttle service to other locations and after-school activities. Both regular and exclusive/special education students are transported to and from school throughout the county and in some cases to neighboring educational or other facilities outside the county's area of responsibility.

The policy of CCPS is to offer transportation services to all qualified students within the student's assigned school area. CCPS complies with the *Code of Virginia*, Section 22.1-176, which says, "County School Boards may provide transportation of pupils, but nothing herein contained shall be construed as requiring such transportation." Under the circumstances, CCPS has elected to make transportation services available to all of its assigned students.

CCPS requested that this transportation assessment provide a comparative analysis of CCPS with selected peer divisions in the Commonwealth of Virginia. The peer divisions are Gloucester County, Prince George County, Shenandoah County, Fauquier County, and Rockingham County. The comparative analysis uses three-year reports from the 2002-03 to 2004-05 school years, which are the most recent data available from the Virginia Department of Education.

Exhibit 8-1 presents a three-year overview of regular and exclusive/special education students transported in each school division. Pupils provided with regular and exclusive transportation in CCPS are the total number of riders (morning and afternoon runs) using school transportation services. The peer school division total overall reveals little change in the number of students transported; however, Culpeper, Shenandoah, and Fauquier

counties (each of which is in the fast-growing northern part of the commonwealth) have experienced significant increases. The CCPS total rose from 4,281 to 4,810, or by 529 students, a 12 percent increase. The Prince George anomaly is unaccounted for in the DOE data.

EXHIBIT 8-1
CULPEPER COUNTY PUBLIC SCHOOLS
THREE-YEAR OVERVIEW
OF NUMBER OF REGULAR AND EXCLUSIVE/SPECIAL
EDUCATION STUDENTS TRANSPORTED
2002-05 SCHOOL YEARS

SCHOOL DIVISION	2002-03	2003-04	2004-05
Culpeper County	**4,281**	**4,465**	**4,810**
Gloucester County	6,346	6,218	5,152
Prince George County	4,916	5,716	4,249
Shenandoah County	4,861	5,867	5,908
Fauquier County	8,408	8,292	8,663
Rockingham County	7,571	7,604	7,413
PEER SCHOOL DIVISION AVERAGE	**6,064**	**6,360**	**6,033**

Source: Commonwealth of Virginia, Department of Education, 2006.
*Note: Numerical entries are totals for students transported during morning and afternoon runs.

In CCPS, all student transportation services are impacted by how effectively and efficiently student transportation services are provided to regular and exclusive (special education) students. Exhibit 8-2 presents a three-year overview of regular student transportation. It shows that transportation numbers for this population rose significantly from 4,152 in school year 2002-03 to 4,629 in school year 2004-05, an increase of 477 students or 11 percent. While the peer divisions experienced only a minor increase overall, two had substantial growth.

EXHIBIT 8-2
CULPEPER COUNTY PUBLIC SCHOOLS
THREE-YEAR OVERVIEW OF REGULAR STUDENTS TRANSPORTED
2002-05 SCHOOL YEARS

SCHOOL DIVISION	2002-03	2003-04	2004-05
Culpeper County	**4,152**	**4,331**	**4,629**
Gloucester County	6,138	6,009	5,926
Prince George County	4,778	5,543	4,109
Shenandoah County	4,778	5,773	5,864
Fauquier County	8,129	8,023	8,376
Rockingham County	7,465	7,516	7,300
PEER SCHOOL DIVISION AVERAGE	**5,907**	**6,199**	**6,034**

Source: Commonwealth of Virginia, Department of Education, 2006.
*Note: Numerical entries are totals for students transported during morning and afternoon runs.

Exhibit 8-3 shows the three-year overview for exclusive/special education students using transportation services. A comparison of CCPS with peer divisions reflects that all except Shenandoah County had increases but CCPS had the largest growth. CCPS gained 32 exclusive/special education students. Over the three-year period, the average division increase was only five students.

EXHIBIT 8-3
CULPEPER COUNTY PUBLIC SCHOOLS
THREE-YEAR OVERVIEW OF EXCLUSIVE/SPECIAL EDUCATION
STUDENTS TRANSPORTED
2002-05 SCHOOL YEARS

SCHOOL DIVISION	2002-03	2003-04	2004-05
Culpeper County	**129**	**134**	**161**
Gloucester County	208	209	226
Prince George County	138	173	140
Shenandoah County	83	88	44
Fauquier County	279	269	287
Rockingham County	106	124	113
PEER SCHOOL DIVISION AVERAGE	**157**	**166**	**162**

Source: Commonwealth of Virginia, Department of Education, 2006.
*Note: Numerical entries are totals for students transported during morning and afternoon runs.

Exhibit 8-4 shows that transportation costs for CCPS increased each year as would be expected due to increased enrollment of students and rising fuel costs. Transportation costs for CCPS rose from $2,109,132 in 2002-03 to $3,233,348 in 2004-05 for a total increase of $1,124,216 or 53 percent during the three-year period. The increase for peer divisions during the same period was from $3,423,630 to $4,308,603, which comes to $884,973 or 26 percent. As Exhibit 8-1 shows, CCPS gained 529 students, while the peer division average decreased by 31 students.

EXHIBIT 8-4
CULPEPER COUNTY PUBLIC SCHOOLS
THREE-YEAR OVERVIEW TOTAL TRANSPORTATION COSTS
FOR ALL TRANSPORTATION SERVICES
2002-05 SCHOOL YEARS

SCHOOL DIVISION	2002-03	2003-04	2004-05
Culpeper County	**$2,109,132**	**$2,979,699**	**$3,233,348**
Gloucester County	3,516,926	3,584,661	4,288,774
Prince George County	3,234,450	3,429,061	3,691,558
Shenandoah County	2,366,958	2,571,759	2,887,911
Fauquier County	4,257,260	4,898,054	5,549,244
Rockingham County	5,057,056	5,567,564	6,200,784
PEER SCHOOL DIVISION AVERAGE	**$3,423,630**	**$3,838,466**	**$4,308,603**

Source: Commonwealth of Virginia, Department of Education, 2006.

The cost per mile for regular and exclusive/special education students is shown in Exhibit 8-6, and the yearly cost per student is shown in Exhibit 8-5. CCPS transported its regular and exclusive student population each school year of the three-year period at a higher cost per mile than the average for the peer divisions. However, as shown in Exhibit 8-5, CCPS cost per student is lower than the average for the peer divisions. On a per mile basis, CCPS is only exceeded in cost by Shenandoah County. In 2004-05 all peer divisions except Shenandoah exceeded CCPS in annual cost per student.

CCPS transported its regular and exclusive/special education students at a yearly cost of $481.81 per student in school year 2002-03. This increased to $505.43 per student in school year 2004-05. The peer school division average was $487.31 in school year 2002-03 and $582.58 in school year 2004-05. CCPS transported its student population at a yearly cost per student for school year 2004-05 that was $77.15, or 13 percent, less than the peer average.

One of the most critical comparisons is how much a school division spends per mile to transport its student population. Exhibit 8-6 shows that CCPS consistently spent more than the peer school division average and more than all except Shenandoah County each school year of the three-year comparison. For school year 2002-03, CCPS expended $2.49 per mile for regular and exclusive students versus the average $2.08 spent by its peer school divisions. For school year 2004-05, CCPS spent $2.94 per mile; the peer school division average was $2.47. Costs per mile are impacted by variables including fuel costs, deadhead miles, location of schools within the county, and student capacity on buses.

EXHIBIT 8-5
CULPEPER COUNTY PUBLIC SCHOOLS
THREE-YEAR OVERVIEW OF COST PER PUPIL PER YEAR
FOR REGULAR AND EXCLUSIVE/SPECIAL EDUCATION STUDENTS
2002-05 SCHOOL YEARS

SCHOOL DIVISION	2002-03	2003-04	2004-05
Culpeper County	**$481.81**	**$426.23**	**$505.43**
Gloucester County	433.03	474.25	534.09
Prince George County	531.27	470.80	689.95
Shenandoah County	433.71	385.19	434.23
Fauquier County	484.84	559.90	591.49
Rockingham County	559.18	632.15	740.27
PEER SCHOOL DIVISION AVERAGE	**$487.31**	**$491.42**	**$582.58**

Source: Commonwealth of Virginia, Department of Education, 2006.
*Note: Numerical entries are totals for students transported during morning and afternoon runs.

EXHIBIT 8-6
CULPEPER COUNTY PUBLIC SCHOOLS
THREE-YEAR OVERVIEW
COST PER MILE PER YEAR
FOR REGULAR AND EXCLUSIVE/SPECIAL EDUCATION STUDENTS
2002-05 SCHOOL YEARS

SCHOOL DIVISION	2002-03	2003-04	2004-05
Culpeper County	**$2.49**	**$2.62**	**$2.94**
Gloucester County	1.52	1.63	2.25
Prince George County	1.45	1.31	1.95
Shenandoah County	3.28	3.46	3.48
Fauquier County	1.57	1.65	1.85
Rockingham County	2.18	2.34	2.33
PEER SCHOOL DIVISION AVERAGE	**$2.08**	**$2.17**	**$2.47**

Source: Commonwealth of Virginia, Department of Education, 2006.

Exhibit 8-7 shows deadhead miles for CCPS and its peers, while Exhibit 8-8 shows the costs associated with deadhead miles. Deadhead miles are defined as mileage spent moving to begin a route or to pick up a student prior to commencing transportation service. Deadhead miles can be considerable, and they add significantly to student transportation costs. As Exhibit 8-7 shows, CCPS is second lowest among its peer comparison group in deadhead miles. Exhibit 8-8 shows that CCPS spent $437,576 on deadhead miles in school year 2002-03 and $427,838 on deadhead miles in school year 2004-05. This is a decrease of $9,738 or two percent. The peer school division average was $734,476 in school year 2002-03 and $780,044 in school year 2004-05. This is an increase of $45,568 or six percent. CCPS should continue to reduce the number of deadhead miles and associated costs.

EXHIBIT 8-7
CULPEPER COUNTY PUBLIC SCHOOLS
PEER GROUP COMPARISONS
DEADHEAD MILES
2002-05 SCHOOL YEARS

SCHOOL DIVISION	2002-03	2003-04	2004-05
Culpeper County	**175,733**	**190,540**	**145,530**
Gloucester County	347,581	369,720	*
Prince George County	564,642	486,276	365,586
Shenandoah County	44,750	45,550	45,550
Fauquier County	706,152	816,356	562,140
Rockingham County	625,030	714,106	669,432
PEER SCHOOL DIVISION AVERAGE	**410,648**	**437,091**	**357,648**

Source: Commonwealth of Virginia, Department of Education, 2006.
* Not reported because of inconsistent data.

EXHIBIT 8-8
CULPEPER COUNTY PUBLIC SCHOOLS
PEER GROUP COMPARISONS
COST OF DEADHEAD MILES
2002-05 SCHOOL YEARS

SCHOOL DIVISION	2002-03	2003-04	2004-05
Culpeper County	**$437,576**	**$438,735**	**$427,838**
Gloucester County	528,132	602,274	*
Prince George County	818,551	638,695	714,160
Shenandoah County	146,747	157,472	157,803
Fauquier County	1,110,689	1,350,349	1,037,995
Rockingham County	1,365,160	1,667,892	1,562,426
PEER SCHOOL DIVISION AVERAGE	**$734,476**	**$809,236**	**$780,044**

Source: Commonwealth of Virginia, Department of Education, 2006.
* Not reported because of inconsistent data.

MGT conducted a survey of CCPS administrators, principals, and teachers as part of this efficiency review. Respondents were asked to rate the punctuality of student arrival to and departure from school. Exhibit 8-9 provides the survey results. In addition, principals, administrators, and teachers were interviewed by the MGT on-site team and asked to give their candid observations about student transportation services. The transportation department received only modest praise from these groups, with the principal responses being overwhelmingly negative.

Exhibit 8-9 shows that 44 percent of CCPS administrators, 82 percent of principals, and 52 percent of teachers responded that transportation services needed some or major improvement. Conversely, 55 percent of administrators, 18 percent of principals, and 32 percent of teachers rated transportation services in CCPS as adequate or outstanding.

EXHIBIT 8-9
CULPEPER COUNTY PUBLIC SCHOOLS
TRANSPORTATION COMPARISON SURVEY
RESPONSES OF ADMINISTRATORS, PRINCIPALS, AND TEACHERS
2005-06 SCHOOL YEAR

RESPONDENT GROUP	% INDICATING *NEEDS SOME* OR *MAJOR IMPROVEMENT*	% INDICATING *ADEQUATE* OR *OUTSTANDING*
CCPS Administrators	44%	55%
CCPS Principals	82%	18%
CCPS Teachers	52%	32%

Source: MGT Survey, March 2006.

Exhibit 8-10 compares CCPS survey responses with response averages from surveys administered by MGT in other school districts throughout the United States. As can be seen, survey results from other school systems were more positive.

EXHIBIT 8-10
CULPEPER COUNTY PUBLIC SCHOOLS
TRANSPORTATION COMPARISON SURVEY
RESPONSES OF ADMINISTRATORS, PRINCIPALS, AND TEACHERS
2005-06 SCHOOL YEAR

RESPONDENT GROUP	% INDICATING *NEEDS SOME* OR *MAJOR IMPROVEMENT*		% INDICATING *ADEQUATE* OR *OUTSTANDING*	
	CCPS	OTHER SCHOOL SYSTEMS	CCPS	OTHER SCHOOL SYSTEMS
Administrators	44%	21%	55%	65%
Principals	82%	43%	18%	54%
Teachers	52%	32%	32%	46%

Source: MGT Survey Database, March 2006.

8.1   *Organization and Staffing*

Exhibit 8-11 shows how the CCPS Transportation Department is organized to accomplish planning, training, and maintenance, and to conduct daily transportation operations. The director of transportation reports to the executive director of administrative services has an assistant director. One secretary serves both transportation department administrators. The department also has six mechanics, 86 bus drivers, nine bus aides, two substitute bus drivers, and two car drivers. Staffing levels shown are the result of experience and changing requirements; they are not the result of a staffing formula.

During interviews and in the focus group, the MGT on-site team learned that there is a lack of available substitute drivers. Because regular work is not assured on any given day, the pay is low, and substitutes do not receive benefits, the substitute drivers (CDL trained by transportation) may seek other employment while waiting to become contract, full-time drivers. On many days the director of transportation and mechanics fill in for absent bus drivers.

There is no ready solution to what a recent *USA Today* news story reported to be a nationwide problem: keeping school bus drivers. Low pay, absence of benefits, and lack of compensation for deadhead miles driven are all factors. CCPS has not solved the issue of employing and retaining an adequate number of school bus drivers.

**EXHIBIT 8-11
CULPEPER COUNTY PUBLIC SCHOOLS
ORGANIZATIONAL CHART FOR TRANSPORTATION
SCHOOL YEAR 2005-06**

```
                    ┌─────────────────┐
                    │  Superintendent │
                    └─────────────────┘
                             │
                    ┌─────────────────┐
                    │ Executive Director │
                    │ of Administrative │
                    │     Services      │
                    └─────────────────┘
                             │
                    ┌─────────────────┐
                    │   Director of   │
                    │ Transportation  │
                    └─────────────────┘
                             │                ┌─────────────┐
                    ┌─────────────────┐       │  Secretary  │
                    │    Assistant    │───────└─────────────┘
                    │   Director of   │
                    │ Transportation  │
                    └─────────────────┘
                   ┌─────────┴──────────────────┐
          ┌──────────────┐         ┌──────────────────────┐
          │  Mechanics   │         │ Bus Drivers (86 FT)  │
          │  (6 FTE)     │         │ Substitutes (2 PT)   │
          └──────────────┘         │ Bus Aides (9 FT)     │
                                   │ Car Drivers (2FT)    │
                                   └──────────────────────┘
```
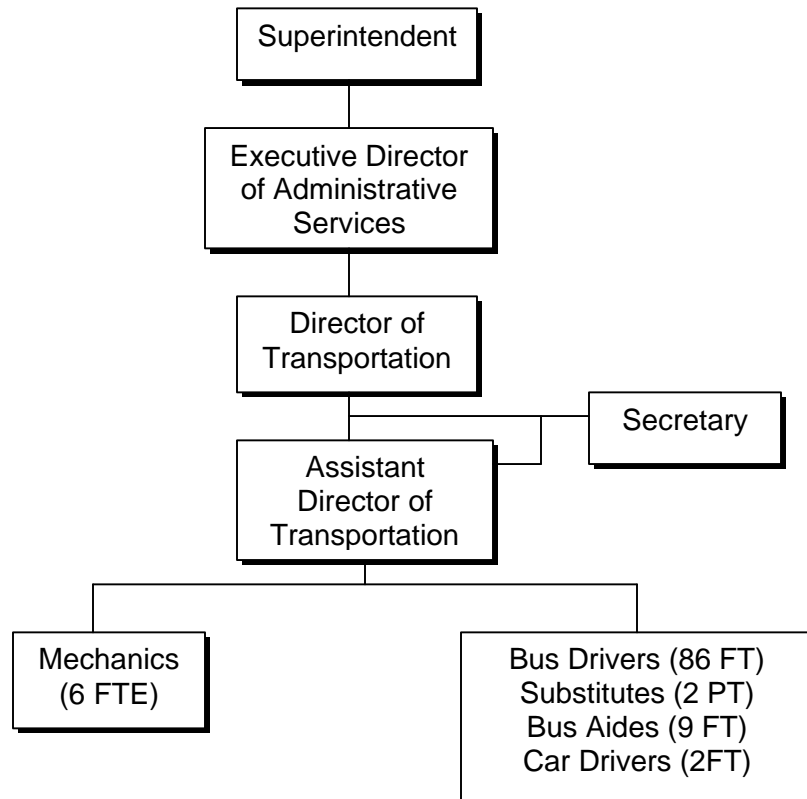
Source: CCPS Transportation Department, March 2006.

FINDING

As CCPS compensates bus drivers only for time spent actually transporting students to and from school, many drivers work from one to several hours per day without compensation. They are not compensated for fueling time or for driving deadhead miles. Drivers are logging a total of more than 145,000 deadhead miles (see Exhibit 8-7 for a record of deadhead miles) annually while serving eight schools with 84 buses.

Employee surveys (see Exhibits 8-9 and 8-10), interviews with administrative personnel and bus drivers, input obtained from the public forum, and direct correspondence from several bus drivers all indicated that bus driver morale is problematic and that serious dissatisfaction exists over current compensation practices.

MGT consultants have observed that the practice of limiting compensation to only those times that students are actually riding the bus when the job entails significant deadhead and other time commitments make it difficult to recruit, employ, and retain bus drivers. This situation further complicates a work day that is split into two periods by the block of time when students are in school and transportation needs are minimized.

RECOMMENDATION

Recommendation 8-1:

Establish a task force and assign it the responsibility of evaluating all bus driver compensation guidelines and practices.

Implementation of this recommendation should result in the establishment of a diverse task force or group that is able to objectively examine the issues of bus driver schedules, compensation, and working conditions. MGT strongly recommends that the task force be composed of representatives of the following functional areas:

- school board;

- board of supervisors;

- director of transportation;

- bus drivers' representatives (selected by the drivers, not the administration);

- CCPS finance department; and

- three parents (one from each school level).

MGT cannot overemphasize the need for objectivity in this entire process. Employee interviews and written input consistently reveal fear on the part of bus drivers that any objections they might raise to the current practices would not be seriously considered. Consequently, they have been unwilling to voice their concerns collectively.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The assistant director of transportation is a long-term employee of CCPS who is responsible for the majority of the daily operations of the department; however, no single person has been cross-trained to fulfill all of her duties should she be absent for an extended period of time.

The assistant director of transportation is extremely knowledgeable and has an enviable attendance record. Because she has more longevity in the department than any other staff member, she possesses important procedural information that is not recorded and contributes significantly to the daily and annual functioning of the transportation system. While consultants were examining records and collecting data, the assistant director of transportation was able to readily provide information, often from memory.

The secretary assists the assistant director with some of her responsibilities but has not been cross-trained to cover all functions should the assistant director be absent for a prolonged period without forewarning.

RECOMMENDATION

Recommendation 8-2:

Cross-train the office assistant (secretary) with the current assistant director of transportation and the recommended technical specialist.

Implementation of this recommendation should make two persons available to fulfill important daily duties in the event of the absence or untimely resignation of personnel. Additionally, this action will ensure that all responsibilities currently handled by the assistant director of transportation can be managed in the event of her retirement or any unfortunate, unanticipated absence.

Systematic cross-training of personnel who hold critical day-to-day responsibilities is a best practice in any organization.

FISCAL IMPACT

There are no fiscal impacts associated with this recommendation. It can be accomplished with current resources.

FINDING

Fueling of buses is handled manually each day by three assigned mechanics, diverting 3.5 to 5 hours daily from bus servicing to the fueling operation.

Typically, fueling of buses occurs from 7:30 to 9:00 a.m. and from 2:00 to 5:00 p.m. each day with up to three mechanics assisting. Two or three mechanics can fuel buses and record the transactions. CCPS supplies approximately 15,500 gallons of fuel per month for transportation. Under the current practice, a total of 10.5 to 15 man hours are required of the mechanics' time for fueling per day.

The director of transportation recently researched options for fueling that would improve efficiency and solicited a proposal from one company for a fuel management system. This system would permit the bus drivers to fuel their own buses, and the system would automatically maintain a record of fuel dispensed. One employee could manage the entire system, thus eliminating the need to assign three mechanics to the fueling processes.

RECOMMENDATION

Recommendation 8-3:

Purchase mechanical fueling control systems and eliminate one bus mechanic.

Implementation of this recommendation should create a streamlined system for fueling vehicles and recording the amount of fuel dispensed. Because of the amount of lost time from mechanical duties (a total of 10.5 to 15 man hours per day are required of the mechanics' time for fueling), one mechanic position could be eliminated with an additional 2.5 to 7 hours per day of mechanics' time restored to the vehicle and bus maintenance shop.

This system would permit the bus drivers to fuel their own buses, and the system would automatically maintain a record of fuel dispensed. One employee could manage the entire system, thus eliminating the need to assign three mechanics to the fueling process. A mechanic helper–grade employee could easily manage the fueling system at a lesser cost than the current practice of assigning mechanics.

FISCAL IMPACT

This recommendation can be implemented with a net savings to the division of $44,070 over a five-year period. A one-time expense estimated at $33,990 for purchase and installation of the fuel management system would be required. Elimination of one mechanic position and the addition of one lower paid fuel attendant would result in a labor saving of an estimated $15,612 beginning the second year of implementation. These figures are calculated as follows: entry-level mechanic position salary of $29,594 plus fringe benefits of $9,470 for a total of $39,064 minus the cost of a fuel attendant classified at entry-level custodian salary of $17,767 plus fringe benefits of $5,685, totaling $23,452 equals a net savings of $15,612 in labor.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Purchase and Install a Fuel Management System	($33,990)	-0-	-0-	-0-	-0-
Eliminate One Mechanic Position	39,064	39,064	39,064	39,064	39,064
Hire One Fuel Attendant Position	(23,452)	(23,452)	(23,452)	(23,452)	(23,452)
TOTAL SAVINGS (COST)	**($18,378)**	**$15,612**	**$15,612**	**$15,612**	**$15,612**

FINDING

Exhibit 8-11 shows the organization of the CCPS Transportation Department; three are positions assigned to the office. Exhibit 8-12 shows the number of transportation personnel in the peer school divisions for the 2003-04 school year. That exhibit shows that CCPS has one more administrative position in its transportation department than do

four of its five peer divisions, and .5 more than Rockingham, which as shown in Exhibit 8-1, has nearly twice the number of transportable students.

EXHIBIT 8-12
TRANSPORTATION PERSONNEL
PEER SCHOOL DIVISIONS
2003-04 SCHOOL YEAR

SCHOOL DIVISION	TRANSPORTATION			
	ADMINISTRATIVE	TECHNICAL AND CLERICAL	OTHER PROFESSIONAL	TRADES, OPERATIVES AND SERVICE
Culpeper County	**2.0**	**1.0**	**0.0**	**100.0**
Gloucester County	1.0	4.0	0.0	93.6
Prince George County	1.0	14.0	0.0	86.0
Shenandoah County	1.0	1.0	0.0	90.5
Fauquier County	1.0	16.5	0.0	231.5
Rockingham County	1.5	4.0	0.0	195.5
Division Average	**1.3**	**6.8**	**0.0**	**132.9**

Source: Virginia Department of Education Web site, 2006.

However, in terms of total personnel, Exhibit 8-12 shows that only Shenandoah County has fewer total numbers of staff assigned responsibilities as administrative, technical, and clerical positions than CCPS.

RECOMMENDATION

Recommendation 8-4:

Eliminate the assistant director position and create a transportation specialist position.

Implementation of this recommendation should result in the employment of a transportation specialist to handle the automated routing system for CCPS and other related responsibilities. This position should be assigned to work with the department of information services and technology to automate routing, recordkeeping, reporting, vehicle maintenance records, and other related systems. The assistant director position should be eliminated.

This recommendation can be implemented upon the retirement of the current assistant director and would reduce the costs for office personnel by $40,257 per year. This figure is based on eliminating the assistant director salary of $47,503 plus 32 percent fringe benefits of $15,201 for a total of $62,704 minus a salary of $22,451 for the transportation specialist (computer lab assistant level of $17,008 plus fringe benefits of $5,443). Assuming a retirement in June 2007, the five-year savings could be $161,012. If the retirement should occur at a later date, the savings of course would be less.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Eliminate the Assistant Transportation Director Position	$0	$62,704	$62,704	$62,704	$62,704
Hire a Transportation Specialist	$0	(22,451)	(22,451)	(22,451)	(22,451)
TOTAL SAVINGS	$0	**$40,253**	**$40,253**	**$40,253**	**$40,253**

FINDING

The director of transportation and bus mechanics frequently fill in as substitute bus drivers on regular routes upon the absence or resignation of bus drivers.

From interviews with the director of transportation and bus drivers, email messages submitted by bus drivers, and records reviewed, MGT identified two serious problems. First, each day two to six substitute drivers are required but not enough are available. Second, the director of transportation and up to three of the mechanics often are required to substitute drive. Additionally, regular bus drivers may be required to run a double route if too few substitutes are available. When assigned this duty, mechanics are paid overtime in order that they be available for their regular duty for an adequate amount of time, and regular drivers are provided a nominal compensation.

RECOMMENDATIONS

Recommendation 8-5:

Create a bus driver and substitute driver recruitment cooperative with contiguous school divisions and develop substantial hiring incentives, pay for training, and monetary single payment incentives for safe driving and employment longevity.

Implementation of this recommendation should result in a series of important actions, including:

- development of a plan for approaching other divisions to establish interest in forming a cooperative;

- development of a list of incentives for recruiting bus drivers including fiscal and recognition options; and

- creation of a multi-division substitute bus driver pool.

Clearly the shortage of bus drivers warrants the allocation of additional resources and a concentrated division effort to make bus driver positions more attractive to potential employees.

FISCAL IMPACT

The cost of implementing this recommendation cannot be determined until action is taken.

8.2 *Planning, Policies, and Procedures*

The CCPS Transportation Department has an experienced administrative staff that works as a team. Training, recruitment, and safety are their responsibilities. There are adequate published CCPS policies and procedures governing transportation operations. The public has access to information on the CCPS Web site. Each year, all students are provided a student code of conduct containing rules and regulations. Parents are asked to sign acknowledgement on a form in the book indicating that they have reviewed the documents contained in the CCPS Student Code of Conduct. CCPS School Board policies cover all topics required by Commonwealth of Virginia law and regulations.

CCPS allows drivers to take buses home if they are closer to their first pickup point than they would be if they parked in the bus lot, which in fact is too small for all the buses. This policy can reduce deadhead miles and helps drivers start their morning route on time.

FINDING

Some bus drivers and other transportation personnel have not been evaluated on an annual basis as required by Commonwealth of Virginia law or policy GDN.

A random review of personnel records, interviews with bus drivers, and written email messages from staff revealed that some personnel do not regularly receive annual performance reviews. Commonwealth of Virginia code and regulation 8 VAC 20-70-400 provide that *each school and activity bus driver shall be evaluated by the transportation director or designee at least once each year. The results of the evaluation shall be discussed with the driver and included in the driver's personnel file.*

RECOMMENDATION:

Recommendation 8-6:

Ensure that all transportation department personnel receive performance reviews as required by Commonwealth of Virginia code and regulations.

Implementation of this recommendation should ensure that the requirements related to the performance assessment of transportation personnel are met. Furthermore, completion of appropriate employee performance reviews provides an institutionalized opportunity to give written recognition to employees who faithfully discharge their duties in an appropriate manner. Evaluations also provide legal documentation of employees' job performance. In this case, only one administrator is available to evaluate a large number of department employees. If Recommendation 8-1 is implemented, principals

and/or assistant principals could be assigned to assist with bus driver performance reviews as a means of facilitating the process.

FISCAL IMPACT

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

8.3   *Routing and Scheduling*

Routing and scheduling of student transportation services are two of the most important functions performed by the CCPS Transportation Department. Commonwealth of Virginia School Efficiency Review procedures state that "an effective routing and scheduling system not only will help the division control costs, but can maximize the state's reimbursement for miles driven." An effective routing and scheduling program improves efficiency, allows a division to transport students more effectively, and reduces costs and waste.

FINDING

The CCPS Transportation Department has reduced school bus deadhead miles by 31,824 miles or 17 percent since 2001-02.

Exhibit 8-7 reports deadhead miles. In 2002-03, deadhead miles of 175,733 represented 22 percent of the total of 802,485 miles traveled by CCPS school buses. By 2004-05, deadhead miles had declined to 145,530, representing 17 percent of the total 846,389 miles traveled. This was accomplished by evaluating routes, assigning bus routes to drivers living closer to the starting and ending points, and letting some drivers keep assigned buses at their residences.

The Virginia Department of Education rates CCPS as serving a large land size area. However, all but one of the eight school are located within the Culpeper municipal area. This means that students must be bused over long distances from remote locations into the central area and that many bus routes have an excessive number of unavoidable deadhead miles.

In an effort to continue reducing deadhead miles and effect greater cost efficiencies, the transportation department is now installing an automated routing system.

COMMENDATION

Culpeper County Public Schools is commended for implementing actions that have effectively reduced deadhead miles for school buses.

FINDING

CCPS is optimizing use of bus capacity to transport its student population**.**

Exhibit 8-13 shows the number of buses, ridership, average daily miles driven, and average daily bus capacity. It is to be noted that CCPS is maximizing its average daily bus capacity. Average daily bus capacity is 4,980 student seats, and CCPS has 4,810 eligible riders, an exceptional 97 percent factor. These data do not take into consideration any double run capacity increases that would only minimally affect the reported data.

EXHIBIT 8-13
CULPEPER COUNTY PUBLIC SCHOOLS
BUS ROUTES, AVERAGE DAILY
RIDERSHIP AND MILES DRIVEN
2004-05 SCHOOL YEAR

BUSES	RIDERSHIP	AVERAGE DAILY MILES DRIVEN	AVERAGE DAILY BUS CAPACITY
84*	4,810*	4,594*	4,980*

Source: CCPS Transportation Department, March 2006.
*Figure determined by MGT from Pupil Transportation Verification Report, January 6, 2006.

COMMENDATION

The Culpeper County Public Schools Transportation Department is commended for optimizing bus capacity.

FINDING

CCPS schedules pair double routes for the middle and high schools resulting in some students arriving at school 30 minutes or more before classes begin and waiting for afternoon transportation nearly one hour.

For example, the high school start time is 7:53 a.m. with the first bus arriving at 7:20 a.m. The dismissal time is 2:53 p.m. and the last departing bus is scheduled for 3:45 p.m. Culpeper Middle School start time is also 7:53 a.m. with the first bus arriving at 7:20 a.m. Dismissal is also at 2:53 p.m. with the final buses departing at 3:45 p.m. The situation for Ft. Binns Middle School requires an even longer student wait time, with school starting at 8:00 a.m. and the first bus arriving at 7:20 a.m. Dismissal is at 3:12 p.m. with last buses departing at 3:55 and 4:15 p.m., respectively.

Discussions related to reorganizing the bus routes have taken place, but nothing has been done to eliminate the long student wait time. Principals in interviews and survey responses (see Exhibit 8-9) reported dissatisfaction with various aspects of student transportation, including the wait time for students.

This situation requires the principals and staff to provide additional student supervision and diverts them from other important school-related tasks. School divisions in Virginia and districts throughout other states have addressed this problem by creating a tier system or staggered opening and closing school times to accommodate transportation scheduling difficulties.

RECOMMENDATION

Recommendation 8-7:

Eliminate high school and middle school paired double routes and create double or tiered routes pairing secondary with elementary schools.

Implementation of this recommendation should result in changing the starting times of the high and middle schools as well as those elementary schools served by the second run of the buses. In practice, this should mean starting high and middle schools at one time and the paired elementary schools 10 minutes after the arrival of the last assigned paired bus. Buses running single elementary or high school and middle school runs should arrive no earlier than 15 minutes prior to the start of the school day. Routing would be reversed at dismissal time. Once this system is implemented and perfected, the director of transportation should carefully study all routing to determine if any routes can be consolidated, thus eliminating some buses and permitting the excess driver(s) to be employed as full-time substitutes until a regular vacancy arises.

Implementation of this system should eliminate the long waits experienced by high school and middle school students who are on the morning early runs and the afternoon late runs and reduce the amount of supervision time that the administrators and teachers must now provide.

FISCAL IMPACT

This recommendation can be implemented at no additional cost to CCPS.

8.4 *Training and Safety*

CCPS transportation training and safety programs are the responsibility of the director of transportation and his staff and are carried out in compliance with Commonwealth of Virginia requirements. This function involves monitoring all safety issues related to pupil transportation, investigating all accidents, and filing accident reports with VDOE.

Procedures for the training and safety program rely on the VDOE Driver Training Curriculum and the Special Drivers for Special Children Curriculum.

FINDING

Mechanics assigned to CCPS are not Automotive Service Excellence (ASE) certified.

During the on-site review, MGT found that the CCPS mechanics were not ASE certified; however, the transportation department has funds budgeted for training and other staff development activity for department personnel. During discussions with personnel it was made clear that ASE certification is desirable but personnel simply have not chosen to work towards certification.

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.

RECOMMENDATION

Recommendation 8-8:

Continue budgeting for training and require ASE certification testing for mechanics.

The school board should approve continued funding to pay the costs associated with training transportation personnel and require CCPS mechanics to be ASE certified. ASE certification should be stressed continuously, with regard to all major functions of the transportation department's maintenance section. CCPS should consider making certification a condition of initial employment for future hires.

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. ASE certification demands preparation. Mechanics who are ASE certified are considered superior in their profession.

Qualified mechanics are needed to maintain school buses and a host of other equipment in CCPS. 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. ASE certification is accomplished at personal expense to mechanics who take the test. This is professional development comparable to the CCPS development programs for teachers, staff, and other professionals receive, which are budgeted and paid for by CCPS. Nothing less should be done for the mechanics; CCPS should pay for ASE certifications.

This program should have yearly continuous funding beginning with the 2006-07 school year.

FISCAL IMPACT

The current ASE registration fee per mechanic is $50, and the test fee is $35 or $85 per mechanic for testing. An additional cost of approximately $25 per person is recommended for travel expenses to the test site and related expenses. Cost per mechanic is anticipated at $110. Yearly funding for five mechanics is $550 a total five-year expenditure of $2,750.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Pay for ASE Certification for Mechanics	($550)	($550)	($550)	($550)	($550)

FINDING

An on-site review of bus loading practices at Pearl Sample Elementary School revealed appropriate supervision of students. However, buses are parked in two parallel lines with an open corridor between that is wide enough for a vehicle to pass during loading times. This situation creates the potential for a student to be injured or killed while crossing through the corridor to board a bus.

MGT consultants did observe appropriate student supervision. However, prudent practice would dictate that some procedure(s) be instituted to ensure that no one is injured by a vehicle driving between the buses during student loading times.

RECOMMENDATION

Recommendation 8-9

Immediately purchase and place a road block safety cone to prevent vehicular traffic from driving between lined up buses at Pearl Sample Elementary School during student bus loading times.

Implementation of this recommendation should be accomplished immediately to reduce the risk of vehicular traffic entering the open corridor between lined up buses during student loading times. This action, combined with current appropriate student supervision, should result in assurances that no student or adult will be injured or killed during the process of loading students on buses.

FISCAL IMPACT

This recommendation can be implemented by purchasing two 36-inch road cones at a cost of approximately $30 each for a total one-time cost of $60.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Purchasing Two 36" Road Cones	($60)	-$0-	-$0-	-$0-	-$0-

8.5 *Vehicle Maintenance*

CCPS vehicle maintenance responsibilities are performed by six full-time mechanics, with five assigned to bus maintenance and one to other vehicles. There is no parts coordinator or specialist.

FINDING

CCPS has an excellent lease-purchase agreement for purchasing replacement and additional buses annually.

The typical useful life of school buses is between 10 and 15 years. The Virginia Department of Education recommends a 10-year depreciation cycle for 64-passenger

buses. In those unique situations where highly satisfactory maintenance programs are in effect, there is low bus mileage, and operating conditions are considered good, it is possible to achieve a bus replacement cycle in excess of 14 years. CCPS is on a15-year cycle.

Under the current plan, CCPS purchases 14 buses annually through a lease-purchase agreement that is underwritten by SunTrust for five years. Interest rates for the purchases are very attractive, with rates as follows for the past three years: 2003 at 2.4 percent; 2004 at 2.8 percent; and 2005 at 3.41 percent. This agreement has permitted the division to implement a bus replacement plan that is within the available fiscal resources and permits the replacement of buses that are reaching 15 years of age.

The support, dedication, and foresight of the CCPS School Board in ensuring that resources are available to allow for the timely purchase of buses for the fleet are noteworthy.

COMMENDATION

Culpeper County Public Schools is commended for its excellent school bus replacement plan and implementation procedures.

FINDING

CCPS does not have a recognized spare bus policy, and the number of spare buses available for regular routing is above the 10 percent level; however, the age of the fleet mitigates reduction of the fleet size at this time.

CCPS has 114 buses in its fleet, nine of which are used to transport exclusive students and 75 to transport regular students on daily routes. Of the remaining 30 buses, 28 comprise the spare bus portion of the fleet for augmentation and support; however, one is unusable and eight are over 15 years old.

Exhibit 8-14 shows the current bus utilization and percentage of spares maintained by the division. Assuming a fleet of 105 usable buses, CCPS currently has 30 spare buses or an average of 28 percent spares.

The spares include buses available for all activity requests. Assuming the need to maintain a minimum of six buses for activity runs, then the actual reserve of regular routing is reduced to 24 buses. Twenty-four buses represent a reserve of 23 percent.

EXHIBIT 8-14
CULPEPER COUNTY SCHOOL DIVISION
BUS UTILIZATION AND PERCENTAGE OF SPARES
2004-05 SCHOOL YEAR

BUS UTILIZATION	NUMBER OF BUSES	NUMBER OF SPARES	PERCENT OF SPARES
Exclusive education buses	9	2	22%
Regular passenger buses	75	28	37%
TOTAL	**84**	**30**	**28%**

Source: CCPS Department of Transportation, 2005.
*There are a total of 114 buses; however, one is unusable and eight are over 15 years old.

RECOMMENDATION

Recommendation 8-10:

Adopt and implement a spare bus policy.

While the CCPS spare bus inventory is higher than is ordinarily recommended because of the inventory of older buses (20 buses aged from 12 to 14 years) and the projected increases in student enrollment for the division, MGT does not recommend reducing the size of the fleet at this time. However, a spare bus policy of 10 percent is considered within normal range for school divisions and compares favorably to that of the peer divisions cited earlier in this chapter; the school board should consider this when implementing this recommendation.

FISCAL IMPACT

There are no fiscal impacts associated with this recommendation.

FINDING

Buses are numbered sequentially beginning with number one, and as buses are replaced that number is typically reassigned to a new vehicle. While this procedure is logical, as the fleet expands, it will be more difficult to quickly identify older vehicles or select groupings of buses purchased in a particular year.

Control sheets for the CCPS bus fleet show an inventory of 114 buses, of which 104 are of identical capacity–64 students. The remaining fleet consists of six 20-capacity, one 21-capacity, and three 52-capacity buses. Obviously, the seven small-capacity buses are easy to identify.

To facilitate identification of buses, many school systems utilize a numbering system that employs the last two digits of the year purchased followed by a sequential number representing the order of arrival for that purchase year. For example, the first bus acquired for 2006 would be number 0601.

RECOMMENDATION

Recommendation 8-11:

Implement a new bus numbering system for all vehicles added to the fleet.

Implementation of this recommendation should result in affixing a new numbering sequence to school buses as they are added to the fleet. Upon approval of this recommendation, the first two digits of each new bus should reflect the year of purchase (e.g., 06 or 07) followed by a number representing the order in which the bus is added to the fleet (e.g., 01, 02, 03, etc.). This will permit easy identification of the year the bus was acquired and, years later, an easy means to determine the age of the buses.

FISCAL IMPACT

This recommendation can be implemented at no additional cost since the provision for numbering new school buses is already included in the acquisition and preparation cost. However, should the division decide to implement the numbering system on all school buses, there would be a labor and materials cost that would be dependent upon the procedures to be used. If numbers were accomplished during routine scheduled maintenance, costs could be minimized; however, this recommendation does not include a retrofit of numbering all buses and other vehicles.

FINDING

MGT consultants inspected bus and other vehicle ignition key storage hooks in the transportation maintenance office. This examination revealed that school buses and other vehicle keys could easily be misplaced and be very difficult to locate, resulting in considerable wasted time.

Current personnel are able to locate needed keys but did state that they occasionally have to search for a set. The key storage system is simply a large board with a series of hooks. As these hooks are not coded to specific vehicles or uses, personnel have to either remember where the key to a particular vehicle is placed or read the affixed tag, if there is one. This system is adequate when a fleet has a limited number of vehicles; however, the CCPS fleet is rapidly becoming very large and the current system has significant disadvantages including the risk of misplaced keys and easy access by unauthorized personnel. Also, this system does not permit the easy storage and identification of extra or second keys to vehicles.

Typically, transportation systems maintain a fairly simple wall-hung, secured box for vehicle ignition keys.

RECOMMENDATION

Recommendation 8-12

Construct and use a new storage unit for keys to school buses and other vehicles.

Implementation of this recommendation should result in the creation of a storage cabinet with numbered hooks. Each hook should be assigned a number that corresponds with a specific vehicle. This system should permit easy access to duplicate keys and a specific location for any keys that are removed from stored vehicles. This recommendation can be implemented by having maintenance carpentry personnel construct a wall-mounted box equipped with swinging panels containing numbered hooks. The box should be constructed so that it can be locked to secure keys when personnel are not present.

FISCAL IMPACT

This recommendation can be implemented at an estimated one-time cost of $415. This estimate is based on $165 for materials (including lock, 200 hooks, hardware, and plywood box material) and $250 for carpenter labor.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Construct a Storage Unit for Vehicle Ignition Keys	($415)	-$0-	-$0-	-$0-	-$0-

FINDING

The bus and vehicle maintenance garage and storage rooms are cluttered and present a disorganized appearance.

MGT consultants toured the vehicle maintenance facility and found that while open work areas were safe, surrounding areas, work benches, and storage areas were cluttered and unorganized. This situation can result in mechanics wasting time locating necessary tools, parts, and other materials to perform assigned tasks.

To the rear of the facility, one bay was used exclusively to store a sand truck, thus, rendering that space unusable for maintenance work or storage of large parts. The perimeter of the work area contained old parts, lubricant containers, piled up materials, and tools, that were not organized in any specific manner. The parts room contained an assortment of old and new parts, with some organized on shelves and others simply stacked at random.

Unless the mechanic already knows where to locate a particular tool or part, he could easily consume excess time finding the needed item.

State of the art shops typically have a specific location for all parts and materials, with tools stored for ease of access. Additionally, shop manuals and other technical resources are placed and secured for ready use. At the end of each shift, personnel

ensure that all materials, tools, and equipment are stored in assigned areas in an orderly fashion and ready for use the next work day.

RECOMMENDATION

Recommendation 8-13

Reorganize the vehicle maintenance garage by disposing of unusable and excess materials, relocate the sand truck, reorganize the parts room, and establish an inventory of usable parts.

Implementation of this recommendation requires the employment of a bus driver or other person on a part-time basis to organize the parts room; establish an inventory of usable parts; and assist mechanics in obtaining needed parts, equipment, and materials; and complete various reports. MGT recommends three hours per day for 180 school year days plus seven hours per day for an estimated 10 weeks while summer maintenance of vehicles is accomplished.

The director of transportation should direct all mechanics to immediately begin sorting out all old parts, identifying those that are usable, and disposing of all unusable/obsolete items. When the sand truck is removed from the bay, a portion of the area can be organized for maintaining large extra parts that cannot be stored in the parts room or in other areas of the garage.

The part-time parts room person should immediately begin creating an inventory control list of all parts and materials. These should be reorganized and a system for recording the use of existing inventory instituted, requiring two signatures when parts or equipment are removed from the shop or compound.

An area should be designated for storage of technical manuals and appropriate placement of operational computers and other technology needed for access to records, parts, and procedures. Full implementation of this recommendation should result in easy access to needed parts and materials, a more professional looking vehicle maintenance facility, and increased personnel efficiency.

FISCAL IMPACT

Implementation of this recommendation should result in an increased annual cost of $13,125. This figure is based on employing a bus driver compensated at the current rate of $12,358 per year (in the 79 mile salary category) at the average hourly rate of $11.19 + 32 percent fringe benefits ($3.58 per hour) for a total hourly cost of $14.77 for 3 hours per day for 180 school days + 7 hours per day for an additional 10 weeks. Thus the cost would be $14.77 x 180 days x 3 hours equaling $7,975 for the regular school year + $14.77 x 7 hours per day x 5 days x 10 weeks equaling $5,170 for the summer months for a total of $13,125 annually. The five-year cost would be $65,625.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Hire a Part-time Parts Person	($13,125)	($13,125)	($13,125)	($13,125)	($13,125)

FINDING

CCPS has several old, unusable, or excess vehicles stored in the transportation compound. These are unsightly, take up valuable storage space, and clutter the yard.

MGT consultants discovered two old inoperable automobiles; one old, inoperable parts bus; and one 1987 Thomas bus in unusable condition. Additionally, inventory records show that CCPS has eight 1990 GMC 64-passenger buses that are now over 15 years old and should be removed from inventory as new buses are acquired.

Keeping these vehicles in the inventory has no value to CCPS, and maintaining the eight 1990 GMC buses is an unnecessary expense.

RECOMMENDATION

Recommendation 8-14:

Dispose of old, unusable automobiles, the old parts bus, the 1987 Thomas bus, and other excess buses.

Implementation of this recommendation should remove unnecessary clutter from the transportation compound, create additional storage space for an increasing inventory of school buses, and produce a small, one-time revenue flow that could be used to offset facility improvement expenses as they arise. Furthermore, removal of obsolete and unusable equipment would eliminate potential safety hazards and improve the appearance of the transportation compound.

FISCAL IMPACT

Sale of the recommended vehicles could result in estimated one-time revenue of $25,400. This is based on the following estimated vehicle values at auction:

- 2 old automobiles $ 200.00
- 1 old parts bus   200.00
- 1 1987 bus   1,000.00
- 8 1990 buses   24,000.00

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Sell Unusable and Excess Vehicles	$25,400	-$0-	-$0-	-$0-	-$0-

9.0 TECHNOLOGY MANAGEMENT

This chapter presents findings, commendations, and recommendations relating to administrative and instructional technology use in Culpeper County Public Schools (CCPS). The six sections are:

9.1   Technology Planning
9.2   Organization and Staffing
9.3   Infrastructure
9.4   Hardware and Software
9.5   Professional Development
9.6   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 the access to outside resources. Other critical factors assessed include staff development for teachers, school-level technology support and maintenance, and the equitable distribution of technology among schools.

CHAPTER SUMMARY

Most technology support is provided by the department of information services and technology. The staff of the department includes a director, network administrator, three network technicians, and six instructional technology resource teachers (ITRTs). The middle and elementary schools each have a lab technician who is responsible for providing technical support, while the ITRTs provide instructional support.

The division has an adequate wide area network (WAN), although it is taxed to the fullest during the on-line testing periods, especially when testing is conducted at the high school. CCPS has an attractive Web site, but some central office administrators believe it could be a much more powerful resource, both for informing the community about division operations and for updating parents on student progress.

MGT's recommendations for improvement include:

- appointing a divisionwide Technology Committee;

- assigning responsibility for the content of the Web site to the public information officer;

- acquiring software to support the delivery of student progress information to parents; and

- initiating a Technology Lead Teacher Program.

9.1   *Technology Planning*

Ten or 12 years ago, technology was seen as an add-on in school systems, indeed in many organizations, including many private businesses. Now, technology is a foundational aspect of almost every organization.

Planning is the key to success in using technology. This applies to a school division 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. Similarly, a school division's Technology Plan should be designed to help the division 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, but it is especially important for teachers. 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 is it directed, effective training will not occur.

- **Equity.** Without careful planning at the school division level, there is a risk of inadequately supporting all schools, especially in a division that emphasizes site-based management.

- **Rapid Change.** Few things change more rapidly than technology. If the implementation and ongoing operation of the 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. Unless planning addresses how things will be funded, this barrier will have a considerably greater impact than it should.

- **Credibility.** 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.

As indicated above, technology is such a powerful resource that it is critical that its use be carefully planned. Furthermore, when CCPS conducts its strategic planning, information technology should be viewed as a vital asset in helping the division achieve

its mission and goals, and as such, should be closely aligned with the organization's business plan.

FINDING

The current Technology Plan is not the first for Culpeper County Public Schools. The first plan was written in 1997-1998. When the Virginia Department of Education (VDOE) created the *Educational Technology Plan for Virginia: 2003-2009*, CCPS developed its second plan, the Comprehensive Technology Plan 2004-2010.

The plan was created by a group of 16 individuals that included the following:

- the technology director (chair)
- the superintendent/parent
- a school board member/parent
- the network administrator
- an instructional technologist/parent
- a curriculum specialist for secondary reading and social studies
- a career and technical administrator/division director of testing
- a curriculum specialist for K-12 math and secondary science
- 8 teachers/members of the Technology Council, one of whom was also a parent.

Although the Technology Planning Committee was composed of a group of well-qualified individuals, it was created only for this one purpose. Once it completed its work, the committee ceased to exist.

The Introduction of the plan states that:

> *The mission of Culpeper County Public Schools is to provide and promote a dynamic environment for learning through which all students acquire knowledge, skills, and values necessary to live as informed and socially responsible members of society.....therefore, the primary goal of the Technology Plan…..is to provide to all students, teachers, support staff, and administrators opportunities to develop the skills necessary to use technology purposefully and effectively…"*

The plan addresses five significant areas that mirror the components outlined in the Educational Technology Plan for Virginia. Those are:

1. Integration
2. Professional Development
3. Connectivity
4. Educational Applications
5. Accountability

Goals and objectives have been identified for each of the five components. For each objective, there is a plan of action that identifies specific steps to be taken to help the division achieve that objective.

Some of the more noteworthy objectives and planned actions are listed below.

■ The Needs and Assessment & Duration section of the plan specifies that annual audits be conducted of each school's current technology capacity.

These audits will not only help the division address its second priority, which is to achieve a student to computer ratio of 1:5, but will also advance the division's third priority, which is to provide equitable access to technology for all students. As a matter of fact, MGT frequently recommends such audits as a way of helping school systems ensure that technology resources are equitably distributed across all schools.

■ Integration Goal 1, Objective 3, Action c specifies that schools should establish "a Technology Committee….to model and facilitate instructional uses of technology."

Just as a Technology Committee can facilitate technology efforts for a school division, an active Technology Committee at the school level will enhance and strengthen technology use at the school.

■ Integration Goal 1, Objective 5, Action b states that CCPS will develop a peer observation plan as a way of strengthening the integration of technology.

MGT's experience has been that taking steps to promote teacher collaboration in using technology usually has very positive outcomes. Teachers learn from each other, so encouraging them to observe their peers should be a very constructive way of improving technology integration.

■ Integration Goal 2, Objective 1, Action g specifies that CCPS will develop a plan for upgrading and replacing outdated equipment and software in the classrooms.

Having a replacement cycle for computers is a way of ensuring that computers do not grow so old that they no longer adequately serve the needs of users. Moreover, adhering to a replacement cycle has been shown to reduce the Total Cost of Ownership (TCO) of computing equipment.

■ Professional Development Goal 3, Objective 1, Action a states that schools should form "technology mentoring" teams.

Mentoring programs have proven to be a very beneficial means of helping teachers become proficient with technology. Frequently teachers have reported to MGT that the best form of professional development they receive is when they have someone work with them one-on-one to prepare lessons plans or identify classroom resources.

- Appendix A of the Technology Plan lists the CCPS Standards for Computer Equipment Purchases Hardware Requirements.

  Establishing standards for equipment purchases is an excellent way of providing guidance to school-based personnel on the types of technology resources they should purchase. It is very difficult to keep up with technology developments, especially for people who cannot follow the technology field closely, such as those who are responsible for educating children.

The plan contains a number of other important goals, objectives and actions that, if followed completely, would set CCPS apart from most other divisions in the Commonwealth. Some of these are endorsed and/or expanded upon in the remaining sections of this chapter.

COMMENDATION

Culpeper 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 of operations; however, if the technology 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.

As indicated earlier, CCPS established a special committee to develop the division Technology Plan, then disbanded it once the project was completed.

The committee that created the Technology Plan in 2004 was fairly representative of stakeholders and was apparently composed of people who understood technology, two essential criteria for such a committee. While it is valuable to bring together key stakeholders to help develop a plan for technology use, CCPS would benefit from having a permanent committee to help it address technology issues that go beyond the Technology Plan.

RECOMMENDATION

Recommendation 9-1:

Establish a permanent divisionwide Technology Committee.

The purpose of this committee would be to monitor and provide oversight to the various technology endeavors of the school division. Although it would deal most frequently with instructional technology issues, it would also be a very good resource for addressing administrative technology issues. To be effective, the committee must not be too large,

yet it must include representatives of the various constituencies of the school division. For best results, the committee should be composed of the following:

- 10 to 12 members;

- elementary, middle, and high school teacher representatives;

- administrative representatives from the finance and curriculum departments;

- an elementary and a secondary principal;

- a school-based media specialist;

- one or two instructional technology resource teachers;

- at least one parent or community member;

- one business representative who is not employed by a technology company;

- only members who have a good understanding of technology and its uses, at least within their respective areas; and

- only members willing to commit two to three hours per month to the activities of the committee.

The Technology Committee should meet on a monthly or 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 development efforts;

- establishing recommended lists of technology-based instructional materials and software;

- monitoring the level of division staffing available to support administrative and instructional technology and promote 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 (which would be facilitated by the annual school technology audits already being conducted);

- offering advice on technology grant applications/proposals;

- reviewing and recommending acceptance or rejection of proposed technology pilots the division might receive from vendors (this would allow the superintendent to tell a vendor that is seeking to use the division as a model for showing off a product—similar to the one-to-one computer initiative proposed by Apple to Henrico County—that his Technology Committee will study the proposal and he will respond in due time); and

- recommending revisions in policies and procedures that impact technology use.

The Technology 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 their deliberations, the subcommittee would present its recommendations to the full committee, who would in turn seek approval from the superintendent and the school board. Through this mode of operation, the Technology Committee would become a key resource for the superintendent and the school board. Although the committee should be an advisory body, this approach would enable it to become very influential with respect to technology use in the school division.

Given the number of responsibilities cited here for the Technology Committee and the suggested approach of creating subcommittees to address each issue, it might appear that those who serve on the Technology 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 required of committee members; and 2) spread the responsibility for contributing to the CCPS technology strategies among a large number of people throughout the school division and beyond. By using the subcommittee approach described above, committee members should normally be able to discharge their responsibilities in three hours, or less, per month.

At its first meeting, the Technology Committee should formalize its operating rules. It should elect from its membership a chair and vice-chair. The 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 important that it formalize its operations. Such action will contribute to its becoming an effective and influential group.

The director of technology should serve as an ex-officio, non-voting member of the Technology Committee. In addition, the department of information services and technology should provide staff support for the committee, e.g., reserve space for

meetings, remind members of meeting dates and locations, prepare agendas, produce meeting minutes, etc.

The teacher representatives should be technology lead teachers, as called for in Recommendation 9-8. Another important group that some districts seek representation from is the school board. Whether or not to include a school board member on the committee is a division decision. However, it is not a good idea to include the superintendent for three reasons. First, that individual's time needs to be devoted to higher level responsibilities. Second, the superintendent will be asked to approve recommendations made by the committee, which would make his participation on the committee awkward, at best. Third, his participation in committee deliberations might cause some members to be less than candid on some issues.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

9.2   *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 operating 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…."

FINDING

The department of information services and technology (DIST) is the unit that supports all technology use in Culpeper County Public Schools. DIST is headed by a director, who reports to the executive director of administrative services, and includes 12 additional staff members:

- a database administrator,
- a network administrator,
- three full-time and one part-time network technicians, and
- six instructional technology resource teachers (ITRT).

One of the full-time network technicians is based at the high school, and the others divide their time among the schools as they are needed.

In addition there is a lab technician in each of the five elementary and two middle schools who provides technical support at the school level. These individuals report to the principals. When they encounter a problem they cannot solve, they forward it through a Web-based ticket system to the network technicians, who address it as soon as possible.

According to ISTE's Technology Support Index, the technology support function in CCPS would be characterized as only satisfactory because the school-based lab technicians do not report to the director of technology.

Exhibit 9-1 depicts the organizational structure of the unit. This staff is responsible for:

- maintaining the division's wide area network and the local area networks in the schools;

- providing hardware maintenance and repair for administrative and instructional users;

- managing the E-Rate program;

- managing the telephone system;

- providing technology-related professional development to all division staff;

- issuing bids for hardware and major software resources;

- maintaining the division Web site; and

- leading the effort to plan for divisionwide use of technology.

**EXHIBIT 9-1
CULPEPER COUNTY PUBLIC SCHOOLS
DEPARTMENT OF INFORMATION SERVICES AND TECHNOLOGY**

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                        │ Director of  │
                        │ Technology   │
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         ┌────────────┬────────┴──────┬──────────────┐
  ┌──────┴─────┐ ┌────┴─────┐  ┌──────┴──────┐ ┌──────┴──────┐
  │  Database  │ │ Network  │  │   Network   │ │Instructional│
  │Administrator│ │Administrator│ │ Technicians │ │ Technology  │
  └────────────┘ └──────────┘  │ (3 Full-time,│ │  Resource   │
                               │ 1 Part-time) │ │ Teachers (6)│
                               └─────────────┘ └─────────────┘
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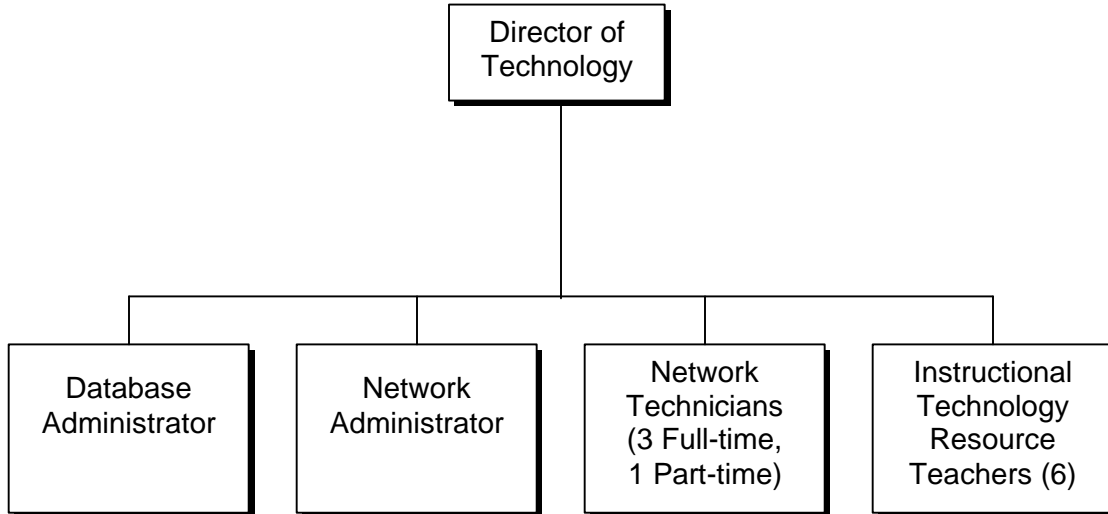
Source: Culpeper County Public Schools, January 2006.

In all, the department supports approximately 2,430 computers in its schools and another 50 or so in the central office. The actual distribution of computers in the schools at the time of MGT's on-site visit is shown in Exhibit 9-2.

**EXHIBIT 9-2
CULPEPER COUNTY PUBLIC SCHOOLS
DISTRIBUTION OF COMPUTERS**

SCHOOL	COMPUTERS	STUDENTS
A. G. Richardson	139	693
Emerald Hill	217	824*
Farmington	168	368*
Pearl Sample	161	684*
Sycamore Park	125	623*
F. T. Binns Middle School	266	888
Culpeper Middle School	316	836
Culpeper High School	1,041	2,019
Central Office	49	N/A
TOTAL	**2,482**	**6,935**

Source: Culpeper County Public Schools, January 2006.
*Does not include pre-kindergarten enrollment.

Several questions on the MGT survey of central administrators, principals, and teachers related to technology support and implementation in CCPS. Exhibit 9-3 identifies some of the relevant survey responses. As the exhibit shows, teachers are generally satisfied with the division's support of instructional technology. For example, 58 percent of teachers either agreed or strongly agreed with the statement that the "division provides

adequate technical support," while only 23 percent disagreed. Similarly, 58 percent of teachers either agreed or strongly agreed with the statement that the "division provides adequate technology-related staff development," and only 25 percent disagreed. This favorable reaction to technology-related staff development is particularly significant since 62 percent of teachers described overall staff development as "fair" or "poor." It is probable that the instructional technology resource teachers who were added this year contributed significantly to these favorable reactions.

Although most responses relating to instructional technology were favorable, the one area that teachers did not rate very highly was the division's job of providing adequate instructional technology. Forty-nine percent of teachers rated this area as "fair" or "poor," while 47 percent rated it as "good" or "excellent." This could be because many of the computers available for teacher use are four or more years old.

Another interesting result of the survey was that 47 percent of principals disagreed or strongly disagreed with the statement that the "division requests input on the long-range technology plan." Although 41 percent of principals expressed a different view, the negative response of the majority of principals almost certainly reflects the fact that the committee that developed the current Technology Plan did not include a single principal.

While the survey results show that school-based personnel are satisfied with the technical support provided by the Department of Information Services and Technology, central office staff indicated in interviews that they also receive very good support. Only one administrator suggested that they could do better, but immediately followed that comment with, "but they are probably understaffed."

COMMENDATION

The department of information services and technology is commended for providing good technical support to all technology users.

EXHIBIT 9-3
COMPARISON SURVEY RESPONSES
WITHIN CULPEPER 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.	67/22	65/35	47/49
The school division's use of technology for administrative purposes.	89/11	65/36	48/28
Staff development opportunities provided by Culpeper County Public Schools for teachers.	67/33	53/47	35/62
Staff development opportunities provided by Culpeper County Public Schools for school administrators	44/56	29/71	17/22
	(% Agree + Strongly Agree) / (% Disagree + Strongly Disagree)[2]		
I have adequate equipment and computer support to conduct my work.	100/0	94/6	69/20
The school division provides adequate technology-related staff development.	78/0	71/18	58/25
The school division provides adequate technical support.	89/0	65/24	58/23
The school division requests input on the long-range technology plan.	67/0	41/47	27/24
	(% Needs Some/Major Improvement) / (% Adequate + Outstanding)[3]		
Data Processing	11/66	42/47	19/37
Administrative Technology	22/77	41/53	18/40
Instructional Technology	33/55	47/53	38/57
Instructional Support	0/77	35/65	46/49
Staff Development	33/55	70/30	58/38

[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 Some Improvement* or *Needs Major Improvement* / Percent responding *Adequate* or *Outstanding.*

FINDING

Currently each school except the high school has a lab technician, a school-based technical support person who is the first line of defense for technical problems encountered by teachers and staff at the school. To become a lab technician, applicants must pass a standardized test to demonstrate their technical support capabilities.

As reported above, the lab technicians report to the principals, which is not surprising, considering the emphasis on school-based management in CCPS. As indicated in ISTE's Technology Support Index, however, the organizational structure that is deemed to be most supportive is one where "all of the same technology functions report through the same unit." The fact that the lab technicians report to their respective principals means that some divisionwide technology initiatives may not receive consistent support from all the technicians because they do not report to the person who is responsible for implementing the initiatives.

RECOMMENDATION

Recommendation 9-2:

Assign the school-based lab technicians to the department of information services and technology.

Having each lab technician report to a different individual complicates the process of implementing division-wide technology initiatives. Moreover, by working for the technology department, the technicians would have an opportunity to meet together (as the ITRTs do) every one or two weeks, which would allow them to learn from their counterparts in other schools. Finally, because they would report to the same department as the ITRTs, a closer working relationship should develop between the two groups of employees, which would strengthen the overall support provided to the schools.

To be sure the lab technicians are still providing the level of service that is needed by the schools, the principals should evaluate them at the end of the year to help the director of technology assess their performance. in order for a technician to be rated highly, both the director of technology and the principal must give the employee a positive rating.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The director of technology recognizes the importance of cross-training staff to ensure that when a key person is out, the level of technical support is not adversely affected. For example, one of the network technicians has been assigned to work with the database administrator to become knowledgeable in SASI, the division's Student Information System. A second network technician is being groomed to support the telephone system.

While some cross-training has been performed, certain areas still do not have sufficient back-up support. The most critical area is network support. Although the division has an extremely capable network administrator, the person designated as her back-up is the director of technology, whose network management experience is limited. The division might well encounter some serious network support problems if the network administrator was not available to perform her functions for an extended period of time.

Another area that does not have an adequate back-up is the E-Rate function. The director of technology is the one person who is knowledgeable about this program and fulfills that responsibility every year. Thus far, he has not included anyone else in the process; therefore, the department does not have anyone who could handle the E-Rate process should the director be unavailable.

RECOMMENDATION

Recommendation 9-3:

Develop back-up support for the network and for the federal E-Rate Program.

One of the first priorities for the director of technology should be to develop a back-up capability for the network. The best strategy would be to select one of the existing network technicians as the back-up person and begin the process of training him or her in that role.

A secondary priority should be to educate someone on the E-Rate Program. During the last three years, CCPS has obtained the following in E-Rate discounts for support of costs associated with Internet access and other telecommunications services:

- 2003-04: $ 31,728
- 2004-05: $ 71,220
- 2005-06: $ 65,365

Although the E-Rate discounts for CCPS are declining because most of the families that are moving into the county are relatively affluent, the division cannot afford to miss out on even small discounts.

The current workload for the DIST staff is quite heavy, so it may be that developing good back-ups for these two areas will be problematic. This is one of those areas that the Technology Committee should monitor and, if additional staffing is needed, then that group should build the case for a new position and work with the superintendent and school board to make it happen.

FISCAL IMPACT

An in-house back-up can be developed with existing resources. If it becomes necessary to add a position, that will of course require an investment in a new staff member. Involving the Technology Committee in that decision will ensure that the best interests of all stakeholders of the division are addressed.

FINDING

In December 2005 Culpeper County received a proposal from Virtual IT, Inc., a Roanoke-based company that has experience working with local and state governments in Virginia as well as other states in the areas of strategic technology planning, enterprise architecture, software evaluation and selection, infrastructure design, security architecture design, and disaster recovery planning. The proposal was an offer to work with the county administrator and 20 other units of county government to prepare a strategic technology plan.

At the end of the proposal there was a short, two-paragraph section indicating that Virtual IT would be agreeable to including the Culpeper School Division in the strategic technology planning study. The county thus invited CCPS to participate in the study.

The superintendent declined the invitation, citing CCPS's requirement to operate under specific technology standards set by the Virginia Department of Education (VDOE), one of the most significant of which is to develop a five-year strategic technology plan that must be approved annually by VDOE.

COMMENDATION

Culpeper County is commended for offering to include the school division in the strategic technology planning project, and Culpeper County Public Schools is commended for declining the invitation because of legal requirements placed upon it by the Virginia State Board of Education.

While it was appropriate for CCPS to decline to participate in a joint strategic technology planning study, the school division should continue to look for ways to realize economies by collaborating with the county in technology-related areas, as recommended in Chapter 5.0, Purchasing and Warehousing.

9.3   *Infrastructure*

Infrastructure is the underlying system of cabling, communications lines, hubs, switches, and routers that connects the various parts of a wide area network (WAN). It is similar in nature to a human skeleton or a country's road network—it accomplishes no work on its own, but rather enables other systems to perform their functions.

Given the capabilities and benefits that will accrue, most organizations, both public and private, have learned that to achieve their desired level of success, they must invest adequately in an infrastructure. This is particularly true of school divisions which typically have a central office and multiple school sites spread over a wide area.

The most fundamental requirement of a sound infrastructure is a WAN that serves all users in the enterprise. A key function of a WAN is to connect the local area networks (LANs) that are located throughout the enterprise. A LAN is typically found within a building and serves to connect all the users within that building to one local network. Connecting the LAN to a WAN allows all LAN users access to others in the enterprise, as well as to the electronic world beyond. An enterprise where every user is connected through a LAN to a WAN has the infrastructure necessary to take full advantage of the telecommunications capabilities that exist today and those that will be available tomorrow.

FINDING

CCPS has a wide area network that includes the five elementary schools, Culpeper High School, Culpeper Middle School, and the Central Office/F.T. Binns Middle School complex. Each school location is connected via a leased T1 line except for the high school and Culpeper Middle School, which are connected via wireless broadband to the division's network server room, located at the Culpeper High School/Culpeper Middle School complex.

In December 2005 the bandwidth of the WAN was increased. According to information gathered through interviews and focus group sessions, this increased bandwidth has helped significantly; however, there is still room for improvement. When the high school is conducting on-line SOL testing, other schools are asked to refrain from using the network for audio and video activities so as not to slow the network.

COMMENDATION

Culpeper County Public Schools is commended for implementing and maintaining an effective wide area network.

Given that the ITRTs are constantly working with teachers to help them learn to make effective use of resources available on both the Internet and the division's Intranet, the use of the network is growing steadily. Moreover, the Commonwealth of Virginia is moving from traditional testing in favor of on-line testing, which is already having an impact on network operations in CCPS. While the WAN currently serves the division well, the department of information services and technology must continue to monitor it closely to be sure that it remains an adequate resource for the schools.

FINDING

In order to expand its curriculum and better serve high school students, CCPS has signed on to participate in the Virtual High School (VHS), an on-line school founded by the Concord Consortium and Hudson Public Schools of Massachusetts. Advantages gained through VHS include the ability to:

- expand the high school curriculum without adding on-campus classes;

- offer specialized courses despite limited enrollment; and

- overcome schedule challenges by offering anytime, anywhere on-line courses.

There is an annual fee of $6,500 for a block of 25 students who take one course. For each additional block of 25 students, the fee is $4,500. In addition, there is a one-time site coordinator fee of $1,500, and the division may elect to have some of its teachers trained to teach on-line courses. Training costs are $3,500 per teacher.

In recent months there has been such significant interest in VHS courses that around 100 such high school students are expected to take on-line courses this fall. In all probability this interest is going to continue to grow, as it has in other parts of the country.

COMMENDATION

Culpeper County Public Schools is commended for creating additional course options for high school students by participating in the Virtual High School.

Since virtual schools are becoming highly popular, it is wise to allocate resources to this area. In the future many more courses are going to be available in an anytime, anyplace mode. Evidence of the importance of this trend can be seen in the fact that the State of Michigan recently passed legislation requiring that every high school graduate take at least one on-line course.

FINDING

As reported earlier, the department of information services and technology is responsible for the CCPS telephone system. During interviews several people voiced concern about the system and expressed the view that it should be replaced.

The current system is what is known as a PBX or private branch exchange. It allows individuals to communicate with other CCPS personnel in other buildings with a four-digit extension. The equipment previously was used jointly by the county and the school division. However, the previous county administrator decided several years ago to disengage the county from the school division, so for the last four or five years CCPS has used the system independently.

Perhaps a month after MGT's on-site visit to Culpeper, the superintendent charged the director of technology with preparing an RFP to replace the existing telephone system. The school division is seriously considering moving to a Voice over Internet Protocol (VoIP) telephone system.

COMMENDATION

Culpeper County Public Schools is commended for taking steps to replace the existing telephone system with a more modern, VoIP telephone system.

CCPS is likely to find that a new VoIP telephone system will provide more features at a reduced cost, as this is generally the case.

As the school division moves in this direction, it should consider inviting the county to join it in implementing the new system. Although the county withdrew from the telephone system it shared with the school division four or five years ago, the current administration might see this as a beneficial collaborative effort, especially since the county could probably get access to a state-of-the-art telephone system at a significant savings, given the large number of phones that the school division requires.

FINDING

Due to the growth that CCPS is experiencing (according to one national publication Culpeper County is the 18th fastest growing county in the country), the division is in the process of building a second high school. This school is scheduled to open in the fall of 2008.

As reported in Chapter 7.0, Facilities Use and Management, CCPS established a user group made up of the instructional chairs of the high school and other division personnel to provide the educational programming information needed. According to the director of technology, he was not one of the members of this user group.

Given the rapid changes in technology and the ever-increasing reliance of society upon technology, it is essential that the director of technology be included in the planning for any new school. While he was involved in planning the F.T. Binns Middle School remodeling, he was inexplicably left off the planning committee for the new high school.

RECOMMENDATION

Recommendation 9-4:

Ensure that the director of technology is included on the division's planning team any time a new school is to be built or an old school is to be renovated.

Among the most significant decisions to be made about a new or refurbished school is the manner in which high-quality telecommunications services will be delivered to every part of the building. While there is extreme interest locally in providing modern communications capabilities in all classrooms, the emphasis of the commonwealth on on-line testing makes these telecommunications issues even more critical. If the director of technology is not on the planning team, it is quite possible that some critical technology components will be left out. The fact that computers and other technology resources typically are among the items purchased with the capital funds that are allocated for building a school adds even more weight to the need to keep the director of technology closely involved throughout the building or renovating process.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Although the Culpeper County Public Schools Web site is attractive, according to some administrators in the central office, it is difficult to navigate and does not provide as much information as it could. That is due largely to the fact that, while the department of information services and technology supports the Web site, no one has been assigned responsibility for the content.

RECOMMENDATION

Recommendation 9-5:

Assign responsibility for the content of the Culpeper County Public Schools Web site to the public information officer.

While the department of information services and technology should continue to maintain the Web site, they should look to the public information officer (PIO) for

guidance on the content. To a certain extent this is already happening informally but this mode of operation should be formalized as an operational procedure of the division.

It should be added that most of the Web support is provided by the director of technology, with occasional assistance from the network administrator. The director of technology needs to build additional support capability for the Web site within the department of information services and technology. One of the network technicians should be groomed to provide Web site support.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

One parent at the community forum made the following comment, among many others: "It would be nice to be able to go into the school Web site and look at our child's grades, teacher comments, etc." The superintendent also expressed a strong desire to create the capability of providing information on student progress to parents via the CCPS Web site, and the PIO indicated that she "has a plan" to use the Web site not only to supply student progress information to parents but also to project a more positive image of the school division.

RECOMMENDATION

Recommendation 9-6:

Acquire a software package that allows parents to see information on their children's progress in a secure manner.

There are software products available that enable school divisions to draw on SASI data and make it available to parents. Such information can include grades, test scores, attendance data, and other information of interest to parents. CCPS should acquire such a package and implement it as soon as budget and staff resources allow. In another Virginia division the entire support of such a product is managed by the SASI coordinator.

Once a means of providing student progress information to parents is in place, the division should look for a way to provide on-line information to teachers on the number and type of credits they need to extend or enhance their teaching certificates.

FISCAL IMPACT

A software product similar to the one CCPS needs to acquire is operating effectively in another Virginia school division. That software costs approximately $3.50 per student to acquire, and that included the cost of training division staff in the use of the product. Using this per student fee to project the cost of implementing such a product in CCPS, MGT estimates the division would incur first-year costs of approximately $24,500. The annual maintenance cost would likely be $5,800 per year.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Acquire a Software Product to Facilitate Reporting of Student Progress Information	($24,500)	($5,800)	($5,800)	($5,800)	($5,800)

9.4 *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 (i.e., software development is usually a labor-intensive activity that requires skilled technicians who earn relatively high salaries). As a result, the task of selecting software for use in any organization is becoming more difficult. This is particularly true of educational entities because they require more diverse types of software than do governmental agencies or private corporations.

FINDING

The only way to avoid having computers become too old to be effective tools is to implement a replacement cycle that refreshes the computers every few years. Most school systems have not progressed to the point of having a computer replacement policy, and in fact, MGT usually recommends that such a policy be implemented.

CCPS has implemented a computer replacement cycle as called for in the division's Technology Plan (Integration Goal 2, Objective 1, Action g.): "Develop a plan for upgrading and replacing outdated equipment and software in the classrooms…." A document entitled *Estimates on Long Range Technology CIP 2006-2011* (November 14, 2005) specifies a six-year replacement cycle (page 5).

A six-year replacement cycle means that one-sixth of all computers will be replaced every year. Typically private corporations have three-year replacement cycles; however, most governmental and educational entities are not able to afford the cost of replacing their computers every three years. The length of the replacement cycle must be determined by each entity, based on the availability of funds. The critical factor, however, is that a replacement cycle of some length is established.

COMMENDATION

Culpeper County Public Schools is commended for establishing a computer replacement schedule.

During a technology support project conducted by ISTE, it was found that establishing a computer replacement cycle allowed districts to avoid obsolescence and provided for better support, thereby reducing the Total Cost of Ownership (TCO). TCO is an indicator used in business to determine the costs associated with the acquisition and maintenance of computers and other technologies over their lifetime.

As indicated above, not many school systems that MGT visits have developed replacement plans. CCPS is among a select few to have advanced to this level.

FINDING

Another area where CCPS has stepped out ahead of many school systems is in the purchase of extended warranties for their computers. Purchasing a warranty essentially means that the manufacturer (or dealer) of the equipment will provide the repair support required during the life of the warranty. 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.

COMMENDATION

Culpeper County Public Schools is commended for purchasing five-year extended warranties on all new computers.

Extended warranties provide another way to reduce the Total Cost of Ownership for equipment owned by the school division.

FINDING

The identification and selection of instructional software that fits well into the curriculum is a very difficult task. While many teachers have now reached a level of technology proficiency that would enable them to make wise selections, generally they do not have time to study the scores of packages on the market that might be suitable. This process is further exacerbated by the movement to site-based decision making, meaning that schools generally make their own decisions about which software to use. Consequently, if schools are to make sound choices, school systems need to devise a means of assisting with the selection process.

Since CCPS follows a site-based management approach, software selections are made by the schools. Some schools have a technology committee, as called for in the Technology Plan (Integration Goal 1, Objective 2, Action c.); others have two or three individuals who assist with the decisions related to technology, including the software that is used. Not every school, however, takes an organized approach to selecting software.

RECOMMENDATION

Recommendation 9-7:

Establish a process for developing recommended lists of instructional courseware, which will facilitate school-based selections.

Selecting instructional software for use in the classroom is a very difficult and time consuming task for teachers. If a list exists which narrows the span of choices for each curriculum area from a few dozen to three or four, the selection process becomes much more manageable.

The CCPS Technology Plan specifically addresses this function in Integration Goal 1, Objective 6, Action e, which reads, "Establish a software review and selection process that identifies appropriate software for instruction and remediation."

The Technology Committee should assume responsibility for creating lists of recommended software. Through a subcommittee composed of one or two committee members, a small group of knowledgeable teachers, and an instructional technology resource teacher or two, one or more lists could be developed. Consideration should be given to creating several such subcommittees so each might examine software available in different subject areas. Regardless of whether there is one or several subcommittees, other individuals that should be involved in this process include the curriculum coordinators for the area of software being reviewed. After a list has been developed, it should be reviewed by the full Technology Committee, who should then seek approval of the superintendent to make the lists available to the schools as guides to software that fits the CCPS and Virginia curricula.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

9.5 *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 this approach is not something that can be achieved quickly. Planning and support for technology-related professional development must take this into account.

Training must also be ongoing. Teachers and administrators need continuous opportunities to improve their technology skills and to share new strategies and techniques with peers. While face-to-face interaction is essential, technology can also facilitate communication through email and interactive Web sites.

Technology integration involves more than learning to replicate common tasks such as lecturing and record keeping using computers. Teacher roles, instructional strategies, the organization of curriculum, and classroom management often have to change in order to take advantage of technology. Professional development should support teachers as they make these transitions.

School and division administrators are the key to integrating technology into the curriculum. Although teachers are on the front lines, administrators are often the driving force behind increasing levels of technology use in the schools. Administrators who make technology a priority in their schools will have teachers who make technology a priority in their classrooms.

Just as it is critical that teachers and administrators receive extensive staff development, it is also important for technical staff to participate regularly in training programs that enable them to stay current. No industry changes as rapidly as the technology industry. In order for technical support staff to continue to provide the level of support that a school division requires, they should participate in effective training programs at least annually.

FINDING

Since July 1, 2004, the Commonwealth of Virginia has annually provided funds to school divisions to facilitate the use of technology in schools. In a superintendent's memorandum dated January 14, 2005, the state 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."

Starting on July 1, 2005, CCPS used these funds to hire six instructional technology resource teachers. The responsibilities of this position, as outlined in the state superintendent's memorandum, include assisting teachers with integrating technology into the curriculum, training teachers to use technology in an effective manner, and assisting with curriculum development as it relates to educational technology. The role of these individuals in CCPS schools is clearly stated in the division's Technology Plan: "The ITRT will work directly with teachers and students during the school day on the integration of information and communications technologies into instructional programs in every content area."

Although the instructional technology resource teacher must be a licensed teacher, the position is intended to serve as a resource to classroom teachers, not as a classroom teacher.

The feedback MGT received regarding the work of the instructional technology resource teachers was very positive, whether it came from principals, teachers, or central office staff. Some of the types of support they are providing to teachers include:

- working on digital portfolios with 11[th] grade English teachers;

- assisting with Movie Maker projects in three elementary classes;

- helping 5[th] grade teachers with grammar lessons using smartboards;

- developing a Dr. Seuss Web site for an elementary school; and

- helping teachers meet the Virginia Technology Standards for Teachers so that they can renew their certificates.

Another very worthwhile endeavor was the presentation of an Internet safety class to parents.

These ITRTs report jointly to the director of technology and to the director of testing in the curriculum and instruction department. It is important that they remain close to curriculum and instruction because most of their responsibilities are instructional in nature. However, as ISTE's Technology Support Index stresses, the school divisions that have an "outstanding structure" are those where "all of the technology functions report through the same unit in the organization." Thus, ITRTs should continue to report to the director of technology, and the director of testing should continue to work closely with them.

During a focus group session with the ITRTs, it was suggested that their efforts could be strengthened if there was another group of teachers to whom they could provide support, since by themselves, their success would be limited because each ITRT has so many teachers to assist. One strategy that some school systems have used to build technology proficiency among teachers is to create one or more technology lead teachers in each school. An approach such as this has been implemented in a small Tennessee school district in which MGT did some work recently. That district had two to three (one school had seven) technology lead teachers in each school, and they all served as resources for their colleagues. Collectively, these teachers made up what was called the "Core Team" of teachers, and they were a great resource not only for their schools, but for the entire district.

RECOMMENDATION

Recommendation 9-8:

Implement a technology lead teacher program in which each school has two or more technology-savvy teachers who volunteer to serve as technology lead teachers.

The creation of a technology lead teacher program would be consistent with several charges that are outlined in the CCPS Technology Plan. Among them are the following:

- Integration Goal 1, Objective 6 specifies that teachers will "collaborate to improve and enrich instruction using technology."

- Integration Goal 1, Objective 7 states that "Teachers will use technology-based intervention strategies to improve student achievement."

- Integration Goal 1, Objective 7, Action a says that teachers will identify "technology tools for instruction and remediation of the

Standards of Learning and provide information about these tools to teachers through the school division Web site, newsletters, staff development" and appropriate meetings.

- Professional Development Goal 3, Objective 1, Action a calls for the formation of "technology mentoring" teams.

The objectives and actions described above are a few of the ways in which technology lead teachers could help the division by assisting their colleagues to become more technology proficient.

The instructional technology resource teachers should be assigned the task of creating a core of technology lead teachers (at least two) in their respective schools and training teachers who volunteer for this role. Once these teachers have been trained, they can help the ITRTs provide the kinds of assistance that are most valued by teachers, e.g., working one-on-one with them on specific lesson plans, modeling the use of technology in the classroom, assembling resources that can be used by teachers and students in the classroom, etc. With two or three such teachers available to assist each ITRT by working with their colleagues, the instructional support at the classroom level will gradually become outstanding.

In some instances, teachers who perform such a support role receive a monthly stipend to compensate them for this extra responsibility. In other cases, the only benefit that such teachers are given is an extra free period that enables them to help others without always having to stay late in the afternoons. Another benefit is that sometimes these teachers are paid to provide teacher training workshops during the summer. A way to both reward them and improve their own expertise is to arrange for them to attend one or two educational technology conferences per year.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

9.6   *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.

In addition to technical questions, teachers have a multitude of instruction-related questions. Particularly when they have had limited experience in using technology, they frequently want and need help in incorporating some specific technology-related resource into their math, science, social studies, etc. lessons. At those times, they need an experienced technology-using teacher to work with them one-on-one to address the specific issue with which they are dealing.

FINDING

A strategy that some districts have found to be successful in improving technical support without increasing costs is to draw upon the expertise of a resource available in every district, but not often tapped: the students.

A growing number of districts have found that one way to enhance technical support is to implement a program similar to those in place in a number of secondary schools around the country where students actually provide technical support services to teachers and students in their school. This practice has been carried out effectively in middle/junior high schools and in high schools. Often these student technical support units operate as a club, although participating students usually have one class period that is dedicated to installing equipment, installing software upgrades, working on equipment failures, etc.

Of course, such programs require teachers who are sufficiently proficient in using technology to guide the efforts of these students, but this has proven to be an excellent way to augment technical support. In addition, these programs help students develop work place skills that are very valuable when they go to college or enter the job market. In fact, one program in an Ohio district has been so successful in preparing students for the work place that it has received criticism from some members of the community because after graduating, a few students go directly into technical support jobs for a local company, rather than going to college. Needless to say, the other side of that argument is that the school district is doing exactly what business and industry want: through this program, it is preparing students to be very productive employees right out of high school.

In the ISTE Support Index, "outstanding" school districts utilize students to provide technical support. According to the Index, "A curricular program is designed to train students in technical support. They support district technology but in a peripheral way as part of their instructional program only." These "outstanding" districts do not rely solely on the expertise of these students, but expand their support capability in a way that benefits both students and the district.

RECOMMENDATION

Recommendation 9-9:

Implement a program that involves students as providers of technical support for their schools.

Implementing this recommendation will not only help to improve technical support received by the schools, but will also create a new and significant learning experience for secondary students. As one parent in another school 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."

If ideas are needed about the specifics of such a program, CCPS can examine the State of Kentucky's Student Technology Leadership Program. Information on that program can be found on the Kentucky Department of Education's Web site. That URL is www.kde.state.ky.us.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

10.0 FOOD SERVICES

This chapter presents findings, commendations, and recommendations relating to food service operations in Culpeper County Public Schools (CCPS). The major sections of the chapter are as follows:

CHAPTER SUMMARY

The director of food service reports to the executive director of business and finance. In addition to the director, the department includes a secretary, who also serves as the free and reduced price meals coordinator, and an accounts payable/accounts receivable coordinator. At the cafeterias there are eight managers and 46 full- and part-time workers, plus 14 regular substitutes, for a total of 71 employees. There are also six more part-time employees who work occasionally but do not have contracts.

Judging from its financial status and the favorable reactions of many educators in CCPS, the food service department is an effective operation. As a consequence, the department received several commendations, including the following for:

- providing ongoing training to food service workers;

- implementing stringent policies related to preparing and serving food;

- implementing a five-year preventive maintenance and replacement plan;

- participating in the Shenandoah Food Buying Cooperative;

- improving meals per labor hour (MPLH) ratings in all schools from school year 2003-04 to school year 2004-05; and

- encouraging parents to use its automated system to more closely monitor and control the food their children eat.

The one recommendation calls on the division to analyze the costs associated with providing food services and determine an appropriate amount of indirect costs to be paid by the food service department to the CCPS general fund.

10.1 *Introduction*

10.1.1 *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 has established breakfast and lunch programs in the nation's schools to ensure that children receive proper nutrition so they can succeed in school.

School meal programs began when the Child Nutrition Act of 1946 authorized the National School Lunch Program to "safeguard the health and well-being of the nation's children." The program, administered by the U.S. Department of Agriculture (USDA), is open to all public and nonprofit private schools and all residential 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.

10.1.2 *Overview of the Culpeper County Public Schools Program*

The CCPS Food Service Department is headed by a director who previously worked for a food service provider in the private sector. The profit motivation which he experienced in private business has carried over to his work in Culpeper County. He has managed the function like a business and has succeeded in making the CCPS Food Service Program very financially healthy.

While the elementary and middle schools have been on the National School Food Service Program (NSLP) for many years, the high school is returning to that program this school year after nine years during which its program was essentially a collection of á la carte offerings. Many students who had been on the previous program for two or three years were not happy to return to the NSLP. As a result, the participation rate at the high school has dropped to a very low level. However, the division is still doing very well financially, and the director is confident that participation levels will rise in the next year or so.

As has been well documented in this report, CCPS is experiencing tremendous growth in student population. One consequence is that the percentage of students who are eligible for free and reduced meals is declining. Currently that percentage is approximately 28 percent, but five years ago it was in the 38 to 40 percent range. The director indicated that he will not be surprised if this percentage drops to the 10 to 15 percent range in the years to come, assuming the growth continues.

The food service department does very little catering. Occasionally it will cater a function for a school or a central office department and in such cases provide the food at cost and only charge for labor.

The survey of central office administrators, principals, and teachers that MGT conducted early in the review process yielded mixed results with respect to the food service program. When asked whether they agreed that "The Food Services Department provides nutritious and appealing meals and snacks," 66 percent of administrators and 65 percent of principals agreed or strongly agreed with the statement. However, only 31 percent of teachers agreed with the statement, and 39 percent either disagreed or strongly disagreed. Similarly, when asked whether the food service function needs some improvement, needs major improvement, is adequate, or is outstanding, 77 percent of administrators rated it as adequate or outstanding while 22 percent rated it as needing improvement. Likewise, 59 percent of principals ranked it as adequate or outstanding while 41 percent rated it as needing improvement. As was the case earlier, teachers expressed a different view. Forty-six percent of teachers indicated that the food service program needed improvement while 40 percent of teachers ranked it as adequate or outstanding.

10.2 *Organization and Management*

The director of food service reports to the executive director of business and finance. In addition to the director, the department includes a secretary, who also serves as the free and reduced price meals coordinator, and an accounts payable/accounts receivable coordinator. There is a cafeteria manager in each of the eight schools who supervises the following staff:

- Culpeper High School – five full-time and two part-time workers;

- Culpeper Middle School – five full-time and two part-time workers;

- F.T. Binns Middle School – four full-time and three part-time workers;

- Emerald Hill Elementary School – four full-time and two part-time workers;

- Sycamore Park Elementary School – four full-time and two part-time workers;

- A.G. Richardson Elementary School – three full-time and two part-time workers;

■ Pearl Sample Elementary School – three full-time and two part-time workers; and

■ Farmington Elementary School – two full-time and one part-time worker.

In addition, there are 14 regular substitutes who fill in at any school and six other part-time employees—most of whom work at the high school—who work without a contract. Thus there are a total of 71 individuals working in the food service department, not counting the six workers who do not have contracts.

Exhibit 10-1 depicts the organizational structure of the food service department.

EXHIBIT 10-1
CULPEPER COUNTY PUBLIC SCHOOLS
FOOD SERVICE DEPARTMENT
CURRENT ORGANIZATIONAL CHART
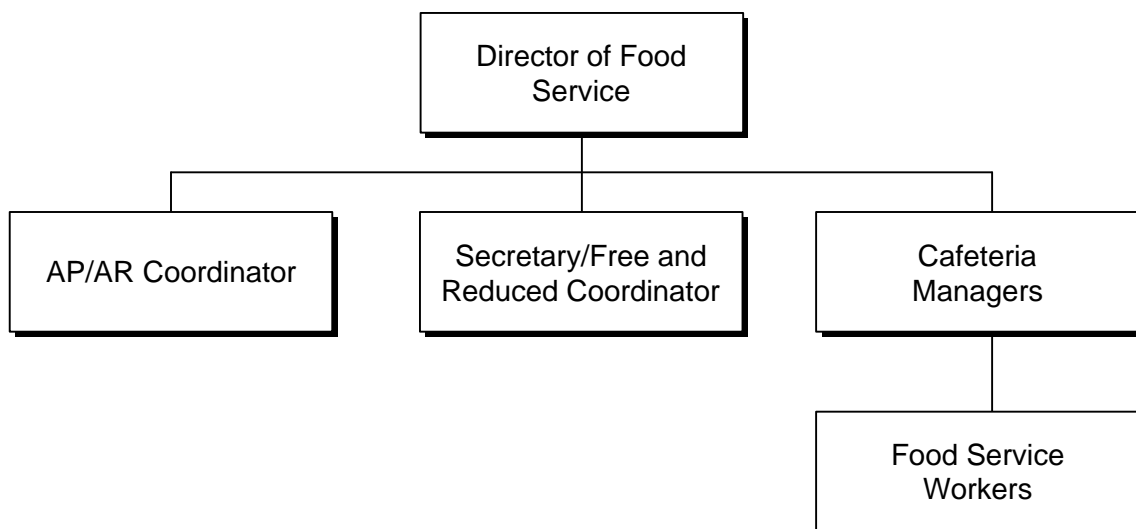
Source: CCPS Food Service Department, February 2006.

With respect to staff, the main concern of the food service director is labor. Cafeteria workers are hard to replace. Substitute workers want more in salary and benefits up front than existing staff. The food service director also believes that different people are moving into the county, and they will demand higher pay—or go to work elsewhere. This is going to be an increasingly difficult issue for CCPS.

FINDING

A lot of time and attention is given to training food service workers. Managers are sent to state workshops annually and the director conducts training a couple of times a year. The managers provide training to their staff and to substitutes. A good portion of the new employees that are hired come from the pool of substitutes. These workers learn

the requirements of the job by working in the cafeteria under the watchful eye of the manager and the person who is performing a job similar to the one the new employee will assume.

Of particular importance is the training that is made available on safety and sanitation. Food service workers need safety and sanitation training to understand their role in keeping a sanitized environment in order to deliver nutritious meals safely. Failure to continually reinforce training could result in contamination of food, injuries, or worse, which could prove to be a financial burden for the division. CCPS has stressed safety and sanitation training. All cafeteria managers have obtained their certification in this area, and in most schools one or two other workers are also certified. In fact, one objective of the food service department is to have at least two or three certified workers in each cafeteria.

Cafeteria managers reported during their focus group that the department's practice of holding monthly managers' meetings has proven to be a very good way for them not only to keep up with what is going on across the division, but also to learn from each other. The managers strive to promote the same level of communication within their own schools by holding monthly staff meetings.

COMMENDATION

The food service department is commended for providing ongoing training to food service workers.

10.3 *Policy, Procedures, and Compliance with Regulations*

FINDING

When new food service employees are hired, they are given a copy of the CCPS Employee Handbook, which they are required to follow. In addition, the department has policies that go beyond those of the school board to "raise the bar" in terms of safe and sanitary service to students. Those additional policies include the following:

- **Allergy Procedure** – outlines how cafeteria workers are to work with parents to manage the dietary requirements of their children.

- **Appearance** – describes what a cafeteria worker may wear, limits the amount and type of jewelry that can be worn, and addresses several areas of cleanliness.

- **Attendance** – identifies the expectations for cafeteria workers regarding attendance at work, attendance at staff meetings, and notification of absences.

- **Bag Lunch Policy** – provides guidance in the preparation of lunches for students who go on field trips.

- ■ **Collection of Breakfast and Lunch Money** – spells out the procedures that must be followed in collecting and accounting for meal money.

- ■ **Sanitary Practices** – identifies actions that are required or prohibited to help ensure cleanliness.

Others policies address such things as charging meals, competitive food sales, student refusals of meal items, managing records, and school property removals.

COMMENDATION

The food service department is commended for implementing and working in accordance with more stringent policies related to preparing and serving food.

FINDING

The food service department has a five-year preventive maintenance plan. The plan identifies expected changes, and ordinarily appliances are replaced at that time. However, the food service director may determine that a piece of equipment scheduled for replacement is good enough condition to be retained for another year or so, especially if the budget is tight.

A five-year preventive maintenance and replacement plan is often something that MGT must recommend to school divisions, but CCPS is ahead of a number of other divisions in this regard.

COMMENDATION

The food service department is commended for implementing a five-year preventive maintenance and replacement plan.

10.4 *Financial Performance*

FINDING

The food service department is a member of the Shenandoah Food Buying Cooperative, whose mission statement reads as follows: "The Shenandoah Food Buying Cooperative consists of eight school districts working together to serve healthy, nutritious, affordable meals to our customers." The organization's objective states that "We are dedicated to lowering fat and sodium while providing meals of the highest quality that our customers will enjoy. Monthly product testings are held in order for manufacturers, brokers, and distributors to present their products to our members."

In addition to CCPS, members of the cooperative include three CCPS peer divisions: Fauquier, Rockingham, and Shenandoah, plus Alexandria City, Falls Church City, Augusta County, and Harrisonburg City. These are school divisions in Northern Virginia that range in size from 2,200 to 11,000 students.

According to the director of the department, CCPS saves about 10 percent on the cost of food purchased by the group.

COMMENDATION

Culpeper County Public Schools is commended for its participation in the Shenandoah Food Buying Cooperative.

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. Exhibit 10-2 displays the 2003-04 and 2004-05 MPLH for each school in CCPS. The food service department strives to meet the state recommendation of 14 to 20 meals per labor hour.

The chart reveals that every school increased MPLH in 2004-05 over 2003-04, but Culpeper Middle School and four of the elementary schools did not meet the state MPLH recommendation stated above. Á la carte totals are not included in these figures because if they were, that would inflate the MPLH number.

EXHIBIT 10-2
CULPEPER COUNTY PUBLIC SCHOOLS
MEALS PER LABOR HOUR FOR 2003-04 AND 2004-05

SCHOOL	2003-04 MEALS PER LABOR HOUR	2004-05 MEALS PER LABOR HOUR
*Culpeper High School	15.31	16.69
Culpeper Middle School	12.02	13.00
F.T. Binns Middle School	11.99	14.33
A.G. Richardson Elementary	12.03	12.52
Emerald Hill Elementary	12.93	14.16
Farmington Elementary	13.52	13.74
Pearl Sample Elementary	11.00	13.15
Sycamore Park Elementary	12.36	12.47

Source: Culpeper County Public Schools, Food Service Department, February 2006.
*The high school figures are estimates since the high school offered only á la carte menu for these two years.

COMMENDATION

The food service department is commended for the fact that every school improved its MPLH rating from school year 2003-04 to school year 2004-05.

Although every school showed improvement, three schools improved only minimally. Moreover, even with that improvement, five of the division's eight schools are still below the state recommended rating. Consequently, the director of food service should look for creative ways to reduce the MPLH rating. While the most common way of reducing

MPLH is to eliminate positions, changing the mix of employees such that there are more part-time workers and fewer full-time workers might accomplish that objective.

FINDING

The CCPS Food Service Program has been financially sound for the last several years. Exhibit 10-3 illustrates that success. It shows that the department has had positive fund balances for the last three years. Specifically, the chart shows that the 2002-03 end of year fund balance was $504,648.14, and the department generated a profit of $204,834.23 during the 2003-04 year, which left an ending balance for that year of $709,482.37. For the 2004-05 school year, revenues exceeded expenses by $97,774.90, which yielded an end of year fund balance of $807,293.28.

In order for the department to remain self-sustaining, it is essential that it generate a positive fund balance that will enable it to replace the kitchen equipment as needed. Clearly, from the information depicted in Exhibit 10-3, the department has done a good job in that area, and consequently has remained self-supporting for the last several years.

EXHIBIT 10-3
CULPEPER COUNTY PUBLIC SCHOOLS
FOOD SERVICE REVENUE, EXPENSES, AND END OF YEAR BALANCES
2003-04 – 2004-05

End of Year Balance	2002-03	$504,648.14
Revenues	2003-04	$2,107,178.09
Expenses	2003-04	$1,938,343.86
End of Year Balance	2003-04	$709,482.37
Revenues	2004-05	$2,359,359.67
Expenses	2004-05	$2,261,584.76
End of Year Balance	2004-05	$807,293.28

Source: Culpeper County Public Schools, Food Service Department, February 2006.

COMMENDATION

The food service department is commended for carrying out its responsibilities in a financially sound manner and thereby creating a healthy fund balance.

FINDING

Because of its financial success, the CCPS Food Service Program is able to pay all its salaries, including benefits, and cover the cost of new equipment purchases. It does not, however, pay indirect costs. Indirect expenditures are those that are difficult to charge directly to a specific program, and include such things as electrical power and heating and air conditioning. In the case of heating and air conditioning, for example, the share that would be paid from food service funds might be determined by the percentage of square feet that the cafeteria occupied within the school.

Other indirect costs might include a percentage of custodial services, maintenance services, and workers' compensation claim expenses that the division incurred on behalf of the food service program. Consideration might also be given to allocating a portion of liability insurance costs and payroll services.

RECOMMENDATION

Recommendation 10-1:

Analyze the costs associated with providing food services and determine an appropriate amount of indirect costs to be paid by the food service department to the Culpeper County Public Schools general fund.

The superintendent should appoint a small group to analyze the costs incurred by the food service department and develop a recommended amount—either a percentage or a flat fee—that can be justified. The executive director of business and finance and the director of food service should be included in that group. Once agreement has been reached within the administration, the superintendent should seek the approval of the school board to implement payment of indirect costs by the food service department to the CCPS general fund.

If there are challenges associated with implementing this recommendation right away, it could be set up as a goal to be achieved over the next two school years.

FISCAL IMPACT

It is impossible to determine the impact of this recommendation at this time. Although it will have a negative effect on the food service bottom line, it will have a corresponding positive effect on the CCPS general fund. Given its past financial success and the anticipated increase in the price of meals, moving to this new mode of operation should be a manageable change for the food service department.

10.5 _Student Meal Participation_

Culpeper County Public Schools has a relatively low free/reduced price eligibility rate (28.15 percent), which is below the state average of 33.31 percent. Exhibit 10-4 shows a comparison between CCPS and its peer divisions, the peer division average, and the state average.

As can be seen from the chart, CCPS has the third highest free/reduced price eligibility rate of the six divisions listed, and although CCPS is under the state rate, it is slightly above the peer division average of 26.77.

EXHIBIT 10-4
FREE/REDUCED PRICE ELIGIBILITY COMPARISON
2004-2005 SCHOOL YEAR

	%FREE	%REDUCED	%TOTAL F/R
Culpeper County	**20.47**	**7.67**	**28.15**
Gloucester County	20.56	7.37	27.94
Prince George County	20.71	10.17	30.88
Shenandoah County	20.96	7.10	28.06
Fauquier County	11.42	4.07	15.49
Rockingham County	23.28	8.19	31.47
Peer Average	**19.39**	**7.38**	**26.77**
State Average	**26.15**	**7.16**	**33.31**

Source: Virginia Department of Education, 2004–2005 Statistics.

As indicated earlier, not only is the eligibility rate relatively low now, but given the type of families that are moving into Culpeper County, it is likely to drop even further in the next five to 10 years. The director of food services expects the eligibility rate to drop to the 10 to 15 percent range in the years ahead.

FINDING

CCPS meal prices are low compared to many other divisions. Exhibit 10-5 compares the Culpeper prices of breakfast and lunch to those of its peer divisions. As is evident, the $0.75 price of breakfast in CCPS is lower than all divisions in the group except Rockingham, which also charges $0.75. Similarly, none of the peer divisions have a lunch price that is lower than the $1.50 that CCPS charges. Although several also charge $1.50 for an elementary lunch, prices for secondary students are higher. Consequently, CCPS meal costs are considerably lower than the peer division average breakfast and lunch prices.

Exhibit 10-6 provides a comparison of lunch prices among the divisions in Virginia's Region 4, which includes Culpeper County Public Schools. Again, CCPS prices are at the low end. None of the other 17 divisions in the region charge a lower price for an elementary breakfast than CCPS, and only one other division (Madison County) charges the same price. All of the 14 divisions who serve breakfast to secondary students charge more than the CCPS price of $0.75. With respect to lunch, two of the other 18 divisions (Madison and Page counties) charge a price that is lower than the CCPS price of $1.50 for elementary students; however, none charge a lower price for middle school students, and only one (Page County) charges a lower price for high school students.

Thus almost all of the divisions to which Culpeper County Public Schools is compared charge more for meals, irrespective of student population. The division is considering raising the price of its meals by $0.25 starting next school year because of these comparisons and because the price of meals has been the same for at least five years.

Given the recent success of the food service program, as determined by the positive fund balances in recent years, there might be a question about whether an increase is needed. However, because the division is beginning to see labor costs rise, and because Recommendation 10-1 calls for paying indirect costs, it will probably be necessary to raise meal prices in order to maintain the success of the program.

**EXHIBIT 10-5
CULPEPER COUNTY PUBLIC SCHOOLS
BREAKFAST AND LUNCH PRICES FOR THE PEER DIVISIONS
2005-2006**

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
Culpeper 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**
Gloucester County	$1.00	$1.05	$1.25	$0.30	$0.30	$0.30	$1.50	$1.60	*	$0.40	$0.40	*
Prince George County	$1.00	$1.00	$1.00	$0.30	$0.30	$0.30	$1.75	$1.75	$1.75	$0.40	$0.40	$0.40
Shenandoah County	$1.00	$1.00	$1.00	$0.30	$0.30	$0.30	$1.50	$1.50	$1.50	$0.40	$0.40	$0.40
Fauquier County	$1.05	$1.15	$1.30	$0.30	$0.30	$0.30	$1.55	$1.80	$2.00	$0.40	$0.40	$0.40
Rockingham County	$0.75	$0.75	$0.75	$0.30	$0.30	$0.30	$1.50	$1.50	$1.75	$0.40	$0.40	$0.40
Division Average	**$0.93**	**$0.95**	**$1.01**	**$0.30**	**$0.30**	**$0.30**	**$1.55**	**$1.61**	**$1.70**	**$0.40**	**$0.40**	**$0.40**

Source: Virginia Department of Education Web site, 2006.

* Indicates combined schools or no program participation.

EXHIBIT 10-6
CULPEPER COUNTY PUBLIC SCHOOLS
BREAKFAST AND LUNCH PRICES FOR REGION 4 DIVISIONS
2005-2006

REG No.	DIV No.	SCHOOL DIVISION NAME	SBP - School Breakfast Program						NSLP - National School Lunch Program					
			Elementary		Middle		High School		Elementary		Middle		High School	
			Paid	Red.	Paid	Red.	Paid	Red.	Paid	Red.	Paid	Red.	Paid	Red.
REGION 4														
4	101	Alexandria City Public Schools	$1.00	$0.00	$1.00	$0.00	$1.00	$0.00	$2.00	$0.00	$2.30	$0.00	$2.30	$0.00
4	007	Arlington County Public Schools	$1.00	$0.30	$1.00	$0.30	$1.00	$0.30	$2.30	$0.40	$2.30	$0.40	$2.30	$0.40
4	022	Clarke County Public Schools	$1.15	$0.30	$1.15	$0.30			$1.85	$0.40	$2.10	$0.40	$2.10	$0.40
4	024	Culpeper County Public Schools	$0.75	$0.30	$0.75	$0.30	$0.75	$0.30	$1.50	$0.40	$1.50	$0.40	$1.50	$0.40
4	029	Fairfax County Public Schools	$1.00	$0.30	$1.00	$0.30	$1.00	$0.30	$1.90	$0.30	$2.00	$0.30	$2.00	$0.30
4	109	Falls Church City Public Schools							$2.15	$0.40	$2.15	$0.40	$2.15	$0.40
4	030	Fauquier County Public Schools	$1.05	$0.30	$1.15	$0.30	$1.30	$0.30	$1.55	$0.40	$1.80	$0.40	$2.00	$0.40
4	034	Frederick County Public Schools	$0.90	$0.30					$1.60	$0.40	$1.85	$0.40	$1.85	$0.40
4	053	Loudoun County Public Schools	$0.90	$0.30	$0.90	$0.30	$0.90	$0.30	$1.95	$0.40	$1.95	$0.40	$1.95	$0.40
4	056	Madison County Public Schools	$0.75	$0.30					$1.45	$0.40	$1.65	$0.40	$1.65	$0.40
4	143	Manassas City Public Schools	$1.00	$0.30	$1.00	$0.30	$1.00	$0.30	$1.85	$0.40	$1.95	$0.40	$1.95	$0.40
4	144	Manassas Park City Public Schools	$1.35	$0.30	$1.35	$0.30	$1.35	$0.30	$1.85	$0.40	$1.85	$0.40	$1.85	$0.40
4	068	Orange County Public Schools	$0.85	$0.25	$0.85	$0.25	$0.85	$0.25	$1.60	$0.40	$1.75	$0.40	$1.75	$0.40
4	069	Page County Public Schools	$0.85	$0.30			$0.85	$0.30	$1.25	$0.40			$1.35	$0.40
4	075	Prince William County Public Schools	$1.10	$0.30	$1.10	$0.30	$1.10	$0.30	$1.85	$0.40	$1.90	$0.40	$1.90	$0.40
4	078	Rappahannock County Public Schools	$1.00	$0.30					$1.50	$0.40			$2.00	$0.40
4	085	Shenandoah County Public Schools	$1.00	$0.30	$1.00	$0.30	$1.00	$0.30	$1.50	$0.40	$1.50	$0.40	$1.50	$0.40
4	093	Warren County Public Schools	$1.10	$0.30	$1.10	$0.30	$1.10	$0.30	$1.60	$0.40	$1.60	$0.40	$1.60	$0.40
4	132	Winchester City Public Schools	$0.90	$0.30	$0.90	$0.30	$1.00	$0.30	$1.60	$0.40	$1.85	$0.40	$1.85	$0.40
	19	NO. of SCHOOL DIV's	18	18	14	14	14	14	19	19	17	17	19	19
		REGION AVERAGE MEAL PRICE - $	$0.98	$0.28	$1.02	$0.28	$1.01	$0.28	$1.73	$0.37	$1.88	$0.37	$1.87	$0.37
		MINIMUM PRICE - $	$0.75	$0.00	$0.75	$0.00	$0.75	$0.00	$1.25	$0.00	$1.50	$0.00	$1.35	$0.00
		MAXIMUM PRICE - $	$1.35	$0.30	$1.35	$0.30	$1.35	$0.30	$2.30	$0.40	$2.30	$0.40	$2.30	$0.40

Source: Virginia Department of Education Web site, April 2006.

COMMENDATION

Culpeper County Public Schools is commended for reviewing meal prices and examining ways to generate additional food service revenue to ensure that the food service program remains financially successful.

FINDING

CCPS uses a computer system called Café Term, which serves the food service program well. It provides a private, personal code for all users so there is no discrimination between students and their method of payment. Restrictions are in place to prevent access by unauthorized persons. Parents particularly appreciate the fact that the system eliminates the need for their children to carry lunch money every day. Parents are able to prepay for their children's meals for a week, month, or even the entire school year.

Café Term has a module that allows parents to restrict their children's menu. It can be used to limit snacks or even limit portions of food, if parents choose that option. The system has additional capabilities, such as allowing parents to tell the cafeteria manager that she is to give their child two cookies if they're paid for rather than restricting the child to one cookie, which might be the standard for that cafeteria.

Use of this capability by parents has been growing over the last two years, though it is not as high as the food service director would like. CCPS has used several means of disseminating information on options that are available to parents, including flyers home with students, newsletter notices, mail outs to parents, and the division Web site, but still many parents are not using the system.

COMMENDATION

The food service department is commended for encouraging parents to use its automated system to monitor and control the food their children eat.

11.0 SUMMARY OF POTENTIAL COSTS AND SAVINGS

Based on the analyses of data obtained from interviews, surveys, community input, state and local documents, and first-hand observations in Culpeper County Public Schools, the MGT team developed 95 recommendations in this report. Twenty recommendations have fiscal implications and are summarized in this chapter. **It is important to keep in mind that the identified savings and costs are incremental and cumulative.**

As shown below in Exhibit 11-1, full implementation over a five-year period of the recommendations in this report should yield a net savings of $1,760,772. It is important to note that several of the recommendations MGT made without specific fiscal impacts are expected to result in a net cost savings to the division, depending on how the division elects to implement them. It should be recognized that costs and savings presented in this report are in 2005-06 dollars and do not reflect increases due to salary or inflation adjustments.

Exhibit 11-1 shows the total costs and savings for all recommendations.

EXHIBIT 11-1
SUMMARY OF ANNUAL SAVINGS (COSTS)

CATEGORY	YEARS					Total Five-Year Savings (Costs)
	2006-07	**2007-08**	**2008-09**	**2009-10**	**2010-11**	
TOTAL SAVINGS	$504,803	$545,056	$545,056	$545,056	$545,056	$2,685,027
TOTAL (COSTS)	($171,084)	($173,384)	($173,384)	($173,384)	($173,384)	($864,620)
TOTAL NET SAVINGS (COSTS)	$333,719	$371,672	$371,672	$371,672	$371,672	$1,820,407
ONE-TIME SAVINGS (COSTS)						($59,635)
TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)						$1,760,772

Exhibit 11-2 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 the Culpeper County Public Schools are contained in Chapters 2 through 10.

Fiscal impacts follow each recommendation in this report. Some recommendations should be implemented immediately, some over the next year or two, and others over several years.

MGT recommends that Culpeper County Public Schools give each of these recommendations serious consideration, develop a plan to proceed with implementation, and a system to monitor subsequent progress.

EXHIBIT 11-2
CHAPTER-BY-CHAPTER SUMMARY OF POTENTIAL 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								
2-2	Reorganize Committees and committee assignments. (p. 2-8)	($3,700)	($200)	($200)	($200)	($200)	($4,500)	$0
2-4	Provide fire-rated storage for valuable school board meeting records. (p. 2-15)	$0	$0	$0	$0	$0	$0	($1,370)
CHAPTER 2 SUBTOTAL SAVINGS (COSTS)		**($3,700)**	**($200)**	**($200)**	**($200)**	**($200)**	**($4,500)**	**$0**
CHAPTER 4: FINANCIAL MANAGEMENT								
4-9	Develop and implement a comprehensive fixed asset tracking system (p. 4-19)	$0	$0	$0	$0	$0	$0	($1,200)
CHAPTER 4 SUBTOTAL SAVINGS (COSTS)		**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**($1,200)**
CHAPTER 6: EDUCATION SERVICE DELIVERY								
6-1	Hire a director of student services. (p. 6-8)	($72,600)	($72,600)	($72,600)	($72,600)	($72,600)	($363,000)	$0
6-9	Ensure that school media programs demonstrate the essential elements of standards-based curriculum and instruction. (p. 6-19)	($1,125)	($1,125)	($1,125)	($1,125)	($1,125)	($5,625)	$0
CHAPTER 6 SUBTOTAL SAVINGS (COSTS)		**($73,725)**	**($73,725)**	**($73,725)**	**($73,725)**	**($73,725)**	**($368,625)**	**$0**
CHAPTER 7: FACILITIES USE AND MANAGEMENT								
7-6	Review maintenance costs and target a reduction of $.50 per square foot. (p. 7-11)	$434,634	$434,634	$434,634	$434,634	$434,634	$2,173,170	$0
7-7	Hire a warehouse supervisor. (p. 7-12)	($39,600)	($39,600)	($39,600)	($39,600)	($39,600)	($198,000)	$0
7-8	Purchase a computerized maintenance management system. (p. 7-13)	$0	$0	$0	$0	$0	$0	($4,500)
7-13	Digitize the blueprints for school facilities. (p. 7-16)	$0	$0	$0	$0	$0	$0	($19,000)
7-14	Hire a half-time custodial supervisor. (p. 7-17)	($21,120)	($21,120)	($21,120)	($21,120)	($21,120)	($105,600)	$0
7-17	Discontinue outsourcing custodial services. (p. 7-21)	($19,264)	($19,264)	($19,264)	($19,264)	($19,264)	($96,320)	$0
7-20	Reinstate a comprehensive conservation training program. (p. 7-24)	$54,557	$54,557	$54,557	$54,557	$54,557	$272,785	$0
CHAPTER 7 SUBTOTAL SAVINGS (COSTS)		**$409,207**	**$409,207**	**$409,207**	**$409,207**	**$409,207**	**$2,046,035**	**($23,500)**

EXHIBIT 11-2 (Continued)
CHAPTER-BY-CHAPTER SUMMARY OF POTENTIAL 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: TRANSPORTATION								
8-3	Purchase mechanical fueling control systems and eliminiate one bus mechanic position. (p. 8-12)	$15,612	$15,612	$15,612	$15,612	$15,612	$78,060	($33,990)
8-4	Eliminate assistant transportation director position and hire a transportation specialist. (p. 8-14)	$0	$40,253	$40,253	$40,253	$40,253	$161,012	$0
8-8	Continue budgeting for training and require ASE certificate testing for mechanics. (p. 8-19)	($550)	($550)	($550)	($550)	($550)	($2,750)	$0
8-9	Purchase two 36" road cones. (p. 8-20)	$0	$0	$0	$0	$0	$0	($60)
8-12	Construct storage unit for vehicle ignition keys. (p. 8-24)	$0	$0	$0	$0	$0	$0	($415)
8-13	Hire a part-time parts person. (p. 8-25)	($13,125)	($13,125)	($13,125)	($13,125)	($13,125)	($65,625)	$0
8-14	Sell unusable and excess vehicles. (p. 8-26)	$0	$0	$0	$0	$0	$0	$25,400
CHAPTER 8 SUBTOTAL SAVINGS (COSTS)		**$1,937**	**$42,190**	**$42,190**	**$42,190**	**$42,190**	**$170,697**	**($9,065)**
CHAPTER 9: TECHNOLOGY MANAGEMENT								
9-6	Acquire a software package that facilitates the display of student progress information on the CCPS Web site. (p. 9-20)	$0	($5,800)	($5,800)	($5,800)	($5,800)	($23,200)	($24,500)
CHAPTER 9 SUBTOTAL SAVINGS (COSTS)		**$0**	**($5,800)**	**($5,800)**	**($5,800)**	**($5,800)**	**($23,200)**	**($24,500)**
TOTAL SAVINGS		**$504,803**	**$545,056**	**$545,056**	**$545,056**	**$545,056**	**$2,685,027**	**$25,400**
TOTAL (COSTS)		**($171,084)**	**($173,384)**	**($173,384)**	**($173,384)**	**($173,384)**	**($864,620)**	**($85,035)**
TOTAL NET SAVINGS (COSTS)		**$333,719**	**$371,672**	**$371,672**	**$371,672**	**$371,672**	**$1,820,407**	**($59,635)**
TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)							**$1,760,772**	

EXHIBIT 11-3
CHAPTER-BY-CHAPTER SUMMARY OF POTENTIAL OPERATING 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							
2-2 Reorganize Committees and committee assignments. (p. 2-8)	($3,700)	($200)	($200)	($200)	($200)	($4,500)	$0
CHAPTER 2 SUBTOTAL SAVINGS (COSTS)	**($3,700)**	**($200)**	**($200)**	**($200)**	**($200)**	**($4,500)**	**$0**
CHAPTER 6: EDUCATION SERVICE DELIVERY							
6-1 Hire a director of student services. (p. 6-8)	($72,600)	($72,600)	($72,600)	($72,600)	($72,600)	($363,000)	$0
6-9 Ensure that school media programs demonstrate the essential elements of standards-based curriculum and instruction. (p. 6-19)	($1,125)	($1,125)	($1,125)	($1,125)	($1,125)	($5,625)	$0
CHAPTER 6 SUBTOTAL SAVINGS (COSTS)	**($73,725)**	**($73,725)**	**($73,725)**	**($73,725)**	**($73,725)**	**($368,625)**	**$0**
CHAPTER 7: FACILITIES USE AND MANAGEMENT							
7-6 Review maintenance costs and target a reduction of $.50 per square foot. (p. 7-11)	$434,634	$434,634	$434,634	$434,634	$434,634	$2,173,170	$0
7-7 Hire a warehouse supervisor. (p. 7-12)	($39,600)	($39,600)	($39,600)	($39,600)	($39,600)	($198,000)	$0
7-14 Hire a half-time custodial supervisor. (p. 7-17)	($21,120)	($21,120)	($21,120)	($21,120)	($21,120)	($105,600)	$0
7-17 Discontinue outsourcing custodial services. (p. 7-21)	($19,264)	($19,264)	($19,264)	($19,264)	($19,264)	($96,320)	$0
7-20 Reinstate a comprehensive conservation training program. (p. 7-24)	$54,557	$54,557	$54,557	$54,557	$54,557	$272,785	$0
CHAPTER 7 SUBTOTAL SAVINGS (COSTS)	**$409,207**	**$409,207**	**$409,207**	**$409,207**	**$409,207**	**$2,046,035**	**$0**
CHAPTER 8: TRANSPORTATION							
8-3 Purchase mechanical fueling control systems and eliminiate one bus mechanic position. (p. 8-12)	$15,612	$15,612	$15,612	$15,612	$15,612	$78,060	($33,990)
8-4 Eliminate assistant transportation director position and hire a transportation specialist. (p. 8-14)	$0	$40,253	$40,253	$40,253	$40,253	$161,012	$0
8-8 Continue budgeting for training and require ASE certificate testing for mechanics. (p. 8-19)	($550)	($550)	($550)	($550)	($550)	($2,750)	$0
8-9 Purchase two 36" road cones. (p. 8-20)	$0	$0	$0	$0	$0	$0	($60)
8-12 Construct storage unit for vehicle ignition keys. (p. 8-24)	$0	$0	$0	$0	$0	$0	($415)
8-13 Hire a part-time parts person. (p. 8-25)	($13,125)	($13,125)	($13,125)	($13,125)	($13,125)	($65,625)	$0
CHAPTER 8 SUBTOTAL SAVINGS (COSTS)	**$1,937**	**$42,190**	**$42,190**	**$42,190**	**$42,190**	**$170,697**	**($34,465)**
CHAPTER 9: TECHNOLOGY MANAGEMENT							
9-6 Acquire a software package that facilitates the display of student progress information on the CCPS Web site. (p. 9-20)	$0	($5,800)	($5,800)	($5,800)	($5,800)	($23,200)	$0
CHAPTER 9 SUBTOTAL SAVINGS (COSTS)	**$0**	**($5,800)**	**($5,800)**	**($5,800)**	**($5,800)**	**($23,200)**	**$0**
TOTAL SAVINGS	**$504,803**	**$545,056**	**$545,056**	**$545,056**	**$545,056**	**$2,685,027**	**$0**
TOTAL (COSTS)	**($171,084)**	**($173,384)**	**($173,384)**	**($173,384)**	**($173,384)**	**($864,620)**	**($34,465)**
TOTAL NET SAVINGS (COSTS)	**$333,719**	**$371,672**	**$371,672**	**$371,672**	**$371,672**	**$1,820,407**	**($34,465)**
TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)						**$1,785,942**	

EXHIBIT 11-4
CHAPTER-BY-CHAPTER SUMMARY OF POTENTIAL CAPITAL 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								
2-4	Provide fire-rated storage for valuable school board meeting records. (p. 2-15)	$0	$0	$0	$0	$0	$0	($1,370)
CHAPTER 2 SUBTOTAL SAVINGS (COSTS)		$0	$0	$0	$0	$0	$0	($1,370)
CHAPTER 4: FINANCIAL MANAGEMENT								
4-9	Develop and implement a comprehensive fixed asset tracking system (p. 4-19)	$0	$0	$0	$0	$0	$0	($1,200)
CHAPTER 4 SUBTOTAL SAVINGS (COSTS)		$0	$0	$0	$0	$0	$0	($1,200)
CHAPTER 7: FACILITIES USE AND MANAGEMENT								
7-8	Purchase a computerized maintenance management system. (p. 7-13)	$0	$0	$0	$0	$0	$0	($4,500)
7-13	Digitize the blueprints for school facilities. (p. 7-16)	$0	$0	$0	$0	$0	$0	($19,000)
CHAPTER 7 SUBTOTAL SAVINGS (COSTS)		$0	$0	$0	$0	$0	$0	($23,500)
CHAPTER 8: TRANSPORTATION								
8-14	Sell unusable and excess vehicles. (p. 8-26)	$0	$0	$0	$0	$0	$0	$25,400
CHAPTER 8 SUBTOTAL SAVINGS (COSTS)		$0	$0	$0	$0	$0	$0	$25,400
CHAPTER 9: TECHNOLOGY MANAGEMENT								
9-6	Acquire a software package that facilitates the display of student progress information on the CCPS Web site. (p. 9-20)	$0	$0	$0	$0	$0	$0	($24,500)
CHAPTER 9 SUBTOTAL SAVINGS (COSTS)		$0	$0	$0	$0	$0	$0	($24,500)
TOTAL SAVINGS		$0	$0	$0	$0	$0	$0	$25,400
TOTAL (COSTS)		$0	$0	$0	$0	$0	$0	($50,570)
TOTAL NET SAVINGS (COSTS)		$0	$0	$0	$0	$0	$0	($25,170)
TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)							($25,170)	

APPENDIX A

SURVEY RESULTS

EXHIBIT A-1
COMPARISON SURVEY RESPONSES
WITHIN CULPEPER PUBLIC SCHOOLS

PART A OF SURVEY	ADMINISTRATOR RESPONSES (%)	PRINCIPAL RESPONSES (%)	TEACHER RESPONSES (%)
1. Overall quality of public education in the Culpeper Public Schools is:			
Good or Excellent	78	83	65
Fair or Poor	22	18	34
2. Overall quality of education in the Culpeper Public Schools is:			
Improving	78	82	41
Staying the Same	22	18	32
Getting Worse	0	0	20
Don't Know	0	0	7
3. Grade given to the Culpeper Public Schools teachers:			
Above Average (A or B)	100	65	79
Below Average (D or F)	0	0	1
4. Grade given to the Culpeper Public Schools school level administrators:			
Above Average (A or B)	89	76	48
Below Average (D or F)	0	0	16
5. Grade given to the Culpeper Public Schools central office administrators:			
Above Average (A or B)	89	53	35
Below Average (D or F)	0	6	24

**EXHIBIT A-2
COMPARISON SURVEY RESPONSES
WITHIN CULPEPER 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.	100/0	88/12	60/12
2. Our schools are safe and secure from crime.	67/0	71/6	60/20
3. Our schools effectively handle misbehavior problems.	67/0	77/6	38/46
4. Our schools have sufficient space and facilities to support the instructional programs.	0/89	6/95	7/88
5. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	78/11	77/12	50/30
6. Our schools can be described as "good places to learn."	89/11	89/0	63/12
7. There is administrative support for controlling student behavior in our schools.	55/11	94/6	50/37
8. Most students in our schools are motivated to learn.	56/0	82/12	52/23
9. Lessons are organized to meet students' needs.	67/0	71/6	75/10
10. The curriculum is broad and challenging for most students.	78/0	88/6	69/16
11. There is little a teacher can do to overcome education problems due to a student's home life.	11/44	6/88	26/51
12. Teachers in our schools know the material they teach.	67/0	94/0	87/3
13. Teachers in our schools care about students' needs.	89/0	83/0	86/4
14. Teachers expect students to do their very best.	78/0	88/0	84/3
15. The school division provides adequate technology-related staff development.	78/0	71/18	58/25
16. Principals and assistant principals in our schools care about students' needs.	100/0	94/0	80/9
17. In general, parents take responsibility for their children's behavior in our schools.	33/0	71/0	25/46
18. Parents in this school division are satisfied with the education their children are receiving.	67/0	76/0	48/13
19. Most parents seem to know what goes on in our schools.	22/22	47/35	35/35
20. Parents play an active role in decision-making in our schools.	33/11	41/24	29/35
21. This community really cares about its children's education.	33/11	47/29	32/35
22. The food services department encourages student participation through customer satisfaction surveys.	56/0	6/24	9/33
23. The school division requests input on the long range technology plan.	67/0	41/47	27/24
24. Funds are managed wisely to support education in this school division.	100/0	65/12	27/35
25. Sufficient student services are provided in this school division (e.g., counseling, speech therapy, health).	78/11	59/30	50/29
26. School-based personnel play an important role in making decisions that affect schools in this school division.	78/0	53/35	35/38
27. The school division provides adequate technical support.	89/0	65/24	58/23
28. Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.	44/11	36/59	29/49
29. The food services department provides nutritious and appealing meals and snacks.	66/0	65/12	31/39

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

EXHIBIT A-3
COMPARISON SURVEY RESPONSES
WITHIN CULPEPER 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 Culpeper Public Schools.	78/22	29/71	30/55
2. Board of Education members' knowledge of operations in Culpeper Public Schools.	44/56	59/42	32/51
3. Board of Education members' work at setting or revising policies for Culpeper Public Schools.	67/33	65/35	31/48
4. The School District Superintendent's work as the educational leader of Culpeper Public Schools.	89/11	64/35	43/51
5. The School District Superintendent's work as the chief administrator (manager) of Culpeper Public Schools.	66/33	71/29	48/45
6. Principals' work as the instructional leaders of their schools.	100/0	89/12	58/41
7. Principals' work as the managers of the staff and teachers.	78/22	94/6	58/41
8. Teachers' work in meeting students' individual learning needs.	55/33	65/35	80/20
9. Teachers' work in communicating with parents.	44/33	59/41	79/21
10. Teachers' attitudes about their jobs.	22/55	53/47	45/55
11. Students' ability to learn.	55/33	83/18	68/30
12. The amount of time students spend on task learning in the classroom.	33/33	65/35	59/40
13. Parents' efforts in helping their children to do better in school.	22/56	35/65	28/66
14. Parents' participation in school activities and organizations.	22/67	41/59	27/66
15. How well students' test results are explained to parents.	22/33	35/59	40/46
16. The cleanliness and maintenance of facilities in Culpeper Public Schools.	67/33	35/65	44/55
17. How well relations are maintained with various groups in the community.	33/56	53/47	35/47
18. Staff development opportunities provided by Culpeper Public Schools for teachers.	67/33	53/47	35/62
19. Staff development opportunities provided by Culpeper Public Schools for school administrators.	44/56	29/71	17/22
20. The school district's job of providing adequate instructional technology.	67/22	65/35	47/49
21. The school district's use of technology for administrative purposes.	89/11	65/36	48/28

[1]Percent responding *Good* or *Excellent* / Percent responding *Fair* or *Poor*. The *don't know* responses are omitted.

EXHIBIT A-4
COMPARISON SURVEY RESPONSES
WITHIN CULPEPER PUBLIC SCHOOLS

PART D: WORK ENVIRONMENT	(% A + SA) / (% D + SD)[1]		
	ADMINISTRATORS	**PRINCIPALS**	**TEACHERS**
1. I find Culpeper Public Schools to be an exciting, challenging place to work.	100/0	94/0	52/21
2. The work standards and expectations in Culpeper Public Schools are equal to or above those of most other school districts.	77/0	47/12	46/20
3. Culpeper Public Schools officials enforce high work standards.	77/0	77/12	54/25
4. Most Culpeper Public Schools teachers enforce high student learning standards.	67/0	83/18	74/7
5. Culpeper Public Schools teachers and administrators have excellent working relationships.	44/0	65/6	42/32
6. <u>Teachers</u> who do not meet expected work standards are disciplined.	22/11	41/36	24/36
7. <u>Staff</u> who do not meet expected work standards are disciplined.	22/0	41/30	20/35
8. I feel that I have the authority to adequately perform my job responsibilities.	89/0	77/18	77/17
9. I have adequate facilities in which to conduct my work.	66/11	82/18	71/20
10. I have adequate equipment and computer support to conduct my work.	100/0	94/6	69/20
11. The workloads are equitably distributed among teachers and among staff members.	22/11	53/30	39/43
12. No one knows or cares about the amount or quality of work that I perform.	0/78	18/77	27/52
13. Workload is evenly distributed.	55/22	30/41	36/43
14. If there were an emergency in the schools, I would know how to respond appropriately.	78/0	89/0	81/9
15. I often observe other teachers and/or staff socializing rather than working while on the job.	11/11	0/71	15/60

[1]Percent responding *Agree* or *Strongly Agree*/Percent responding *Disagree11* or *Strongly Disagree.* The *neutral* and *don't know* responses are omitted.

EXHIBIT A-5
COMPARISON SURVEY RESPONSES
WITHIN CULPEPER PUBLIC SCHOOLS

PART E: JOB SATISFACTION	(%A + SA) / (% D + SD)[1]		
	ADMINISTRATORS	PRINCIPALS	TEACHERS
1. I am very satisfied with my job in Culpeper Public Schools.	89/0	83/6	58/23
2. I plan to continue my career in Culpeper Public Schools.	89/0	77/0	64/8
3. I am actively looking for a job outside of Culpeper Public Schools.	0/66	6/65	16/56
4. Salary levels in Culpeper Public Schools are competitive.	44/22	18/59	15/70
5. I feel that my work is appreciated by my supervisor(s).	100/0	77/6	62/25
6. I feel that I am an integral part of Culpeper Public Schools team.	100/0	71/6	57/23
7. I feel that there is no future for me in Culpeper Public Schools.	11/89	12/76	14/61
8. My salary level is adequate for my level of work and experience.	44/33	29/53	17/71

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

EXHIBIT A-6
COMPARISON SURVEY RESPONSES
WITHIN CULPEPER PUBLIC SCHOOLS

PART F: ADMINISTRATIVE STRUCTURE/PRACTICES	(% A + SA) / (% D + SD)[1]		
	ADMINISTRATORS	PRINCIPALS	TEACHERS
1. Most administrative practices in Culpeper Public Schools are highly effective and efficient.	55/0	47/18	34/41
2. Administrative decisions are made promptly and decisively.	44/0	24/30	36/40
3. Culpeper Public Schools administrators are easily accessible and open to input.	55/0	89/0	46/31
4. Authority for administrative decisions is delegated to the lowest possible level.	44/22	35/41	19/26
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	67/11	77/12	56/30
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	11/44	24/30	36/25
7. The extensive committee structure in Culpeper Public Schools ensures adequate input from teachers and staff on most important decisions.	67/0	29/53	27/38
8. Culpeper Public Schools has too many committees.	33/56	30/29	43/13
9. Culpeper Public Schools has too many layers of administrators.	0/89	24/59	39/24
10. Most of Culpeper Public Schools administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	100/0	59/0	38/27
11. Central office administrators are responsive to school needs.	100/0	59/12	29/36
12. Central office administrators provide quality service to schools.	100/0	59/12	32/30

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

EXHIBIT A-7
COMPARISON SURVEY RESPONSES
WITHIN CULPEPER PUBLIC SCHOOLS

PART G: SCHOOL DISTRICT/PROGRAM FUNCTION	% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT	% ADEQUATE [1] + OUTSTANDING	
	ADMINISTRATORS	PRINCIPALS	TEACHERS
a. Budgeting	44/55	47/53	65/20
b. Strategic planning	33/55	77/24	55/23
c. Curriculum planning	22/55	47/53	46/48
d. Financial management and accounting	33/67	18/82	45/30
e. Community relations	67/33	65/35	45/46
f. Program evaluation, research, and assessment	44/55	53/35	42/39
g. Instructional technology	33/55	47/53	38/57
h. Pupil accounting	0/44	18/77	29/39
i. Instructional coordination/supervision	11/55	41/59	35/55
j. Instructional support	0/77	35/65	46/49
k. Federal Programs (e.g., Title I, Special Education) coordination	0/77	59/42	46/44
l. Personnel recruitment	11/89	65/36	47/40
m. Personnel selection	0/100	35/65	49/42
n. Personnel evaluation	33/67	53/47	42/52
o. Staff development	33/55	70/30	58/38
p. Data processing	11/66	42/47	19/37
q. Purchasing	22/78	18/82	23/41
r. Plant maintenance	11/77	59/41	36/33
s. Facilities planning	22/66	76/24	57/16
t. Transportation	44/55	82/18	52/32
u. Food service	11/77	42/59	46/40
v. Custodial services	67/33	59/41	49/45
w. Risk management	22/55	30/41	24/31
x. Administrative technology	22/77	41/53	18/40
y. Grants administration	44/44	53/24	19/20

[1]Percent responding *Needs Some Improvement* or *Needs Major Improvement* / Percent responding *Adequate* or *Outstanding.* The *should be eliminated* and *don't know* responses are omitted.

EXHIBIT A-8
COMPARISON SURVEY RESPONSES
WITHIN CULPEPER PUBLIC SCHOOLS

PART H: OPERATIONS	ADMINISTRATORS (%)	PRINCIPALS (%)	TEACHERS (%)
1. The overall operation of Culpeper Public Schools is:			
Highly efficient	0	6	1
Above average in efficiency	44	35	17
Average in efficiency	56	53	58
Less efficient than most other school districts	0	0	18
Don't know	0	6	5
2. The operational efficiency of Culpeper Public Schools could be improved by:			
Outsourcing some support services	22	18	17
Offering more programs	22	29	37
Offering fewer programs	11	12	6
Increasing the number of administrators	33	29	12
Reducing the number of administrators	0	6	26
Increasing the number of teachers	89	94	89
Reducing the number of teachers	0	0	0
Increasing the number of support staff	67	71	74
Reducing the number of support staff	0	6	1
Increasing the number of facilities	89	100	89
Reducing the number of facilities	0	0	0
Rezoning schools	44	53	40
Other	22	6	14

*Percentages may add up to over 100 percent due to rounding.

EXHIBIT A-9
COMPARISON SURVEY RESPONSES
CULPEPER PUBLIC SCHOOLS ADMINISTRATORS AND
ADMINISTRATORS IN OTHER SCHOOL DISTRICTS

PART A OF SURVEY	CULPEPER PUBLIC SCHOOLS ADMINISTRATORS (%)	OTHER SCHOOL DISTRICT ADMINISTRATORS (%)
1. Overall quality of public education in the school district is:		
Good or Excellent	78	85
Fair or Poor	22	14
2. Overall quality of education in the school district is:		
Improving	78	69
Staying the Same	22	20
Getting Worse	0	2
Don't Know	0	3
3. Grade given to teachers:		
Above Average (A or B)	100	78
Below Average (D or F)	0	1
4. Grade given to school administrators:		
Above Average (A or B)	89	77
Below Average (D or F)	0	3
5. Grade given to school district administrators:		
Above Average (A or B)	89	77
Below Average (D or F)	0	5

**EXHIBIT A-10
COMPARISON SURVEY RESPONSES
CULPEPER PUBLIC SCHOOLS ADMINISTRATORS AND
ADMINISTRATORS IN OTHER SCHOOL DISTRICTS**

PART B	(% A + SA) / (% D + SD)[1]	
	CULPEPER PUBLIC SCHOOLS ADMINISTRATORS	**OTHER SCHOOL DISTRICT ADMINISTRATORS**
1. The emphasis on learning in this school division has increased in recent years.	100/0	83/6
2. Our schools are safe and secure from crime.	67/0	65/16
3. Our schools effectively handle misbehavior problems.	67/0	54/24
4. Our schools have sufficient space and facilities to support the instructional programs.	0/89	26/62
5. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	78/11	63/17
6. Our schools can be described as "good places to learn."	89/11	84/5
7. There is administrative support for controlling student behavior in our schools.	55/11	68/12
8. Most students in our schools are motivated to learn.	56/0	65/12
9. Lessons are organized to meet students' needs.	67/0	56/10
10. The curriculum is broad and challenging for most students.	78/0	70/8
11. There is little a teacher can do to overcome education problems due to a student's home life.	11/44	20/58
12. Teachers in our schools know the material they teach.	67/0	69/6
13. Teachers in our schools care about students' needs.	89/0	80/4
14. Teachers expect students to do their very best.	78/0	74/7
15. The school division provides adequate technology-related staff development.	78/0	n/a
16. Principals and assistant principals in our schools care about students' needs.	100/0	84/4
17. In general, parents take responsibility for their children's behavior in our schools.	33/0	42/34
18. Parents in this school division are satisfied with the education their children are receiving.	67/0	57/16
19. Most parents seem to know what goes on in our schools.	22/22	36/39
20. Parents play an active role in decision-making in our schools.	33/11	35/24
21. This community really cares about its children's education.	33/11	63/15
22. The food services department encourages student participation through customer satisfaction surveys.	56/0	n/a
23. The school division requests input on the long range technology plan.	67/0	n/a
24. Funds are managed wisely to support education in this school division.	100/0	67/18
25. Sufficient student services are provided in this school division (e.g., counseling, speech therapy, health).	78/11	57/26
26. School-based personnel play an important role in making decisions that affect schools in this school division.	78/0	48/24
27. The school division provides adequate technical support.	89/0	n/a
28. Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.	44/11	8/56
29. The food services department provides nutritious and appealing meals and snacks.	66/0	62/14

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

EXHIBIT A-11
COMPARISON SURVEY RESPONSES
CULPEPER PUBLIC SCHOOLS ADMINISTRATORS AND
ADMINISTRATORS IN OTHER SCHOOL DISTRICTS

	(% G+ E) / (% F + P)[1]	
PART C	**CULPEPER PUBLIC SCHOOLS ADMINISTRATORS**	**OTHER SCHOOL DISTRICT ADMINISTRATORS**
1. Board of Education members' knowledge of the educational needs of students in the school district.	78/22	40/51
2. Board of Education members' knowledge of operations in Culpeper Public Schools.	44/56	36/58
3. Board of Education members' work at setting or revising policies for the school district.	67/33	44/48
4. The school district Superintendent's work as the educational leader of the school district.	89/11	78/18
5. The school district Superintendent's work as the chief administrator (manager) of the school district.	66/33	77/20
6. Principals' work as the instructional leaders of their schools.	100/0	70/29
7. Principals' work as the managers of the staff and teachers.	78/22	74/25
8. Teachers' work in meeting students' individual learning needs.	55/33	62/32
9. Teachers' work in communicating with parents.	44/33	49/41
10. Teachers' attitudes about their jobs.	22/55	44/47
11. Students' ability to learn.	55/33	74/20
12. The amount of time students spend on task learning in the classroom.	33/33	49/34
13. Parents' efforts in helping their children to do better in school.	22/56	29/56
14. Parents' participation in school activities and organizations.	22/67	27/59
15. How well students' test results are explained to parents.	22/33	36/44
16. The cleanliness and maintenance of facilities in the school district.	67/33	70/30
17. How well relations are maintained with various groups in the community.	33/56	60/35
18. Staff development opportunities provided by the school district for teachers.	67/33	63/32
19. Staff development opportunities provided by the school district for school administrators.	44/56	53/43
20. The school district's job of providing adequate instructional technology.	67/22	54/43
21. The school district's use of technology for administrative purposes.	89/11	53/46

[1] Percent responding *Good* or *Excellent* / Percent responding *Fair* or *Poor.* The *don't know* responses are omitted.

EXHIBIT A-12
COMPARISON SURVEY RESPONSES
CULPEPER PUBLIC SCHOOLS ADMINISTRATORS AND
ADMINISTRATORS IN OTHER SCHOOL DISTRICTS

PART D: WORK ENVIRONMENT	(% A + SA) / (% D + SD)[1]	
	CULPEPER PUBLIC SCHOOLS ADMINISTRATORS	OTHER SCHOOL DISTRICT ADMINISTRATORS
1. I find the school district to be an exciting, challenging place to work.	100/0	81/8
2. The work standards and expectations in the school district are equal to or above those of most other school districts.	77/0	75/7
3. School district officials enforce high work standards.	77/0	73/12
4. Most school district teachers enforce high student learning standards.	67/0	62/8
5. School district teachers and administrators have excellent working relationships.	44/0	54/14
6. Teachers who do not meet expected work standards are disciplined.	22/11	26/33
7. Staff who do not meet expected work standards are disciplined.	22/0	37/34
8. I feel that I have the authority to adequately perform my job responsibilities.	89/0	79/15
9. I have adequate facilities in which to do my work.	66/11	71/21
10. I have adequate equipment and computer support to do my work.	100/0	70/22
11. The workloads are equitably distributed among teachers and among staff members.	22/11	29/28
12. No one knows or cares about the amount or quality of work that I perform.	0/78	16/70
13. Workload is evenly distributed.	55/22	32/46
14. The failure of school district officials to enforce high work standards results in poor quality work.	78/0	78/7
15. I often observe other teachers and/or staff socializing rather than working while on the job.	11/11	16/58

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

EXHIBIT A-13
COMPARISON SURVEY RESPONSES
CULPEPER PUBLIC SCHOOLS ADMINISTRATORS AND
ADMINISTRATORS IN OTHER SCHOOL DISTRICTS

	(% A + SA) / (% D + SD)[1]	
PART E: JOB SATISFACTION	**CULPEPER PUBLIC SCHOOLS ADMINISTRATORS**	**OTHER SCHOOL DISTRICT ADMINISTRATORS**
1. I am very satisfied with my job in the school district.	89/0	77/12
2. I plan to continue my career in the school district.	89/0	83/6
3. I am actively looking for a job outside of the school district.	0/66	8/78
4. Salary levels in the school district are competitive (with other school districts).	44/22	45/40
5. I feel that my work is appreciated by my supervisor(s).	100/0	75/13
6. I feel that I am an integral part of the school district.	100/0	74/11
7. I feel that there is no future for me in the school district.	11/89	10/77
8. My salary level is adequate for my level of work and experience.	44/33	42/45

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

EXHIBIT A-14
COMPARISON SURVEY RESPONSES
CULPEPER PUBLIC SCHOOLS ADMINISTRATORS AND
ADMINISTRATORS IN OTHER SCHOOL DISTRICTS

PART F: ADMINISTRATIVE STRUCTURE/PRACTICES	(% A + SA) / (% D + SD)[1]	
	CULPEPER PUBLIC SCHOOLS ADMINISTRATORS	OTHER SCHOOL DISTRICT ADMINISTRATORS
1. Most administrative practices in the school district are highly effective and efficient.	55/0	54/23
2. Administrative decisions are made promptly and decisively.	44/0	44/33
3. School district administrators are easily accessible and open to input.	55/0	65/18
4. Authority for administrative decisions is delegated to the lowest possible level.	44/22	28/44
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	67/11	52/18
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	11/44	40/37
7. The extensive committee structure in the school district ensures adequate input from teachers and staff on most important decisions.	67/0	50/20
8. The school district has too many committees.	33/56	37/32
9. The school district has too many layers of administrators.	0/89	19/64
10. Most administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	100/0	54/25
11. Central office administrators are responsive to school needs.	100/0	76/8
12. Central office administrators provide quality service to schools.	100/0	77/6

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

EXHIBIT A-15
COMPARISON SURVEY RESPONSES
CULPEPER PUBLIC SCHOOLS ADMINISTRATORS AND
ADMINISTRATORS IN OTHER SCHOOL DISTRICTS

PART G: SCHOOL DISTRICT/PROGRAM FUNCTION	% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT / % ADEQUATE + OUTSTANDING[1]	
	CULPEPER PUBLIC SCHOOLS ADMINISTRATORS	OTHER SCHOOL DISTRICTS ADMINISTRATORS
a. Budgeting	44/55	47/45
b. Strategic planning	33/55	44/42
c. Curriculum planning	22/55	30/50
d. Financial management and accounting	33/67	36/53
e. Community relations	67/33	39/53
f. Program evaluation, research, and assessment	44/55	34/50
g. Instructional technology	33/55	48/41
h. Pupil accounting	0/44	25/48
i. Instructional coordination/supervision	11/55	30/50
j. Instructional support	0/77	32/51
k. Federal Programs (e.g., Title I, Special Education) coordination	0/77	24/52
l. Personnel recruitment	11/89	47/42
m. Personnel selection	0/100	46/48
n. Personnel evaluation	33/67	47/49
o. Staff development	33/55	48/49
p. Data processing	11/66	38/45
q. Purchasing	22/78	34/53
r. Plant maintenance	11/77	43/48
s. Facilities planning	22/66	38/48
t. Transportation	44/55	21/65
u. Food service	11/77	18/67
v. Custodial services	67/33	37/54
w. Risk management	22/55	20/54
x. Administrative technology	22/77	42/49
y. Grants administration	44/44	24/49

[1] Percent responding *Needs Some Improvement* or *Needs Major Improvement* / Percent responding *Adequate* or *Outstanding*.

EXHIBIT A-16
COMPARISON SURVEY RESPONSES
CULPEPER PUBLIC SCHOOLS PRINCIPALS AND
PRINCIPALS IN OTHER SCHOOL DISTRICTS

PART A OF SURVEY	CULPEPER PUBLIC SCHOOLS (%)	OTHER SCHOOL DISTRICTS (%)
1. Overall quality of public education in the school district is:		
Good or Excellent	83	89
Fair or Poor	18	11
2. Overall quality of education in the school district is:		
Improving	82	78
Staying the Same	18	15
Getting Worse	0	7
Don't Know	0	1
3. Grade given to teachers:		
Above Average (A or B)	65	85
Below Average (D or F)	0	1
4. Grade given to school administrators:		
Above Average (A or B)	76	91
Below Average (D or F)	0	1
5. Grade given to school district administrators:		
Above Average (A or B)	53	73
Below Average (D or F)	6	7

EXHIBIT A-17
COMPARISON SURVEY RESPONSES
CULPEPER PUBLIC SCHOOLS PRINCIPALS AND
PRINCIPALS IN OTHER SCHOOL DISTRICTS

PART B	(% A + SA) / (% D + SD) [1]	
	CULPEPER PUBLIC SCHOOLS	OTHER SCHOOL DISTRICTS
1. The emphasis on learning in this school division has increased in recent years.	88/12	89/4
2. Our schools are safe and secure from crime.	71/6	81/9
3. Our schools effectively handle misbehavior problems.	77/6	74/14
4. Our schools have sufficient space and facilities to support the instructional programs.	6/95	30/59
5. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	77/12	75/14
6. Our schools can be described as "good places to learn."	89/0	92/3
7. There is administrative support for controlling student behavior in our schools.	94/6	89/6
8. Most students in our schools are motivated to learn.	82/12	77/12
9. Lessons are organized to meet students' needs.	71/6	86/6
10. The curriculum is broad and challenging for most students.	88/6	86/7
11. There is little a teacher can do to overcome education problems due to a student's home life.	6/88	19/69
12. Teachers in our schools know the material they teach.	94/0	90/4
13. Teachers in our schools care about students' needs.	83/0	92/3
14. Teachers expect students to do their very best.	88/0	89/4
15. The school division provides adequate technology-related staff development.	71/18	n/a
16. Principals and assistant principals in our schools care about students' needs.	94/0	98/1
17. In general, parents take responsibility for their children's behavior in our schools.	71/0	51/31
18. Parents in this school division are satisfied with the education their children are receiving.	76/0	73/9
19. Most parents seem to know what goes on in our schools.	47/35	43/36
20. Parents play an active role in decision-making in our schools.	41/24	60/20
21. This community really cares about its children's education.	47/29	72/14
22. The food services department encourages student participation through customer satisfaction surveys.	6/24	n/a
23. The school division requests input on the long range technology plan.	41/47	n/a
24. Funds are managed wisely to support education in this school division.	65/12	67/19
25. Sufficient student services are provided in this school division (e.g., counseling, speech therapy, health).	59/30	56/36
26. School-based personnel play an important role in making decisions that affect schools in this school division.	53/35	61/24
27. The school division provides adequate technical support.	65/24	n/a
28. Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.	36/59	18/68
29. The food services department provides nutritious and appealing meals and snacks.	65/12	58/26

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

EXHIBIT A-18
COMPARISON SURVEY RESPONSES
CULPEPER PUBLIC SCHOOLS PRINCIPALS AND
PRINCIPALS IN OTHER SCHOOL DISTRICTS

PART C	(%G+ E) / (%F + P)[1]	
	CULPEPER PUBLIC SCHOOLS	OTHER SCHOOL DISTRICTS
1. Board of Education members' knowledge of the educational needs of students in the school district.	29/71	39/57
2. Board of Education members' knowledge of operations in the school district.	59/42	41/56
3. Board of Education members' work at setting or revising policies for the school district.	65/35	50/47
4. The school district Superintendent's work as the educational leader of the school district.	64/35	81/17
5. The school district Superintendent's work as the chief administrator (manager) of the school district.	71/29	81/17
6. Principals' work as the instructional leaders of their schools.	89/12	89/11
7. Principals' work as the managers of the staff and teachers.	94/6	94/6
8. Teachers' work in meeting students' individual learning needs.	65/35	80/20
9. Teachers' work in communicating with parents.	59/41	68/32
10. Teachers' attitudes about their jobs.	53/47	64/36
11. Students' ability to learn.	83/18	84/16
12. The amount of time students spend on task learning in the classroom.	65/35	72/27
13. Parents' efforts in helping their children to do better in school.	35/65	35/64
14. Parents' participation in school activities and organizations.	41/59	33/66
15. How well students' test results are explained to parents.	35/59	51/47
16. The cleanliness and maintenance of facilities in the school district.	35/65	65/34
17. How well relations are maintained with various groups in the community.	53/47	66/32
18. Staff development opportunities provided by the school district for teachers.	53/47	68/31
19. Staff development opportunities provided by the school district for school administrators.	29/71	63/37
20. The school district's job of providing adequate instructional technology.	65/35	46/52
21. The school district's use of technology for administrative purposes.	65/36	54/45

[1] Percent responding *Good* or *Excellent* / Percent responding *Fair* or *Poor.* The *don't know* responses are omitted.

EXHIBIT A-19
COMPARISON SURVEY RESPONSES
CULPEPER PUBLIC SCHOOLS PRINCIPALS AND
PRINCIPALS IN OTHER SCHOOL DISTRICTS

PART D: WORK ENVIRONMENT	(% A + SA) / (% D + SD)[1]	
	CULPEPER PUBLIC SCHOOLS	OTHER SCHOOL DISTRICTS
1. I find the school district to be an exciting, challenging place to work.	94/0	88/5
2. The work standards and expectations in the school district are equal to or above those of most other school districts.	47/12	83/6
3. School district officials enforce high work standards.	77/12	81/9
4. Most school district teachers enforce high student learning standards.	83/18	81/7
5. School district teachers and administrators have excellent working relationships.	65/6	76/7
6. Teachers who do not meet expected work standards are disciplined.	41/36	48/31
7. Staff who do not meet expected work standards are disciplined.	41/30	54/25
8. I feel that I have the authority to adequately perform my job responsibilities.	77/18	80/13
9. I have adequate facilities in which to do my work.	82/18	74/19
10. I have adequate equipment and computer support to do my work.	94/6	65/27
11. The workloads are equitably distributed among teachers and among staff members.	53/30	68/21
12. No one knows or cares about the amount or quality of work that I perform.	18/77	19/68
13. Workload is evenly distributed.	30/41	45/35
14. The failure of school district officials to enforce high work standards results in poor quality work.	89/0	96/2
15. I often observe other teachers and/or staff socializing rather than working while on the job.	0/71	12/77

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

EXHIBIT A-20
COMPARISON SURVEY RESPONSES
CULPEPER PUBLIC SCHOOLS PRINCIPALS AND
PRINCIPALS IN OTHER SCHOOL DISTRICTS

	(% A + SA) / (% D + SD)[1]	
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PART E: JOB SATISFACTION	**CULPEPER PUBLIC SCHOOLS**	**OTHER SCHOOL DISTRICTS**
1. I am very satisfied with my job in the school district.	83/6	83/8
2. I plan to continue my career in the school district.	77/0	88/4
3. I am actively looking for a job outside of the school district.	6/65	8/78
4. Salary levels in the school district are competitive (with other school districts).	18/59	40/48
5. I feel that my work is appreciated by my supervisor(s).	77/6	74/15
6. I feel that I am an integral part of the school district.	71/6	74/12
7. I feel that there is no future for me in the school district.	12/76	8/81
8. My salary level is adequate for my level of work and experience.	29/53	32/58

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

EXHIBIT A-21
COMPARISON SURVEY RESPONSES
CULPEPER PUBLIC SCHOOLS PRINCIPALS AND
PRINCIPALS IN OTHER SCHOOL DISTRICTS

PART F: ADMINISTRATIVE STRUCTURE/PRACTICES	(% A + SA) / (% D + SD)[1]	
	CULPEPER PUBLIC SCHOOLS	**OTHER SCHOOL DISTRICTS**
1. Most administrative practices in the school district are highly effective and efficient.	47/18	69/18
2. Administrative decisions are made promptly and decisively.	24/30	62/21
3. School district administrators are easily accessible and open to input.	89/0	71/15
4. Authority for administrative decisions is delegated to the lowest possible level.	35/41	36/38
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	77/12	77/12
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	24/30	40/39
7. The extensive committee structure in the school district ensures adequate input from teachers and staff on most important decisions.	29/53	60/21
8. The school district has too many committees.	30/29	35/34
9. The school district has too many layers of administrators.	24/59	27/57
10. Most administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	59/0	57/26
11. Central office administrators are responsive to school needs.	59/12	65/20
12. Central office administrators provide quality service to schools.	59/12	63/18

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

EXHIBIT A-22
COMPARISON SURVEY RESPONSES
CULPEPER PUBLIC SCHOOLS PRINCIPALS AND
PRINCIPALS IN OTHER SCHOOL DISTRICTS

PART G: SCHOOL DISTRICT/PROGRAM FUNCTION	% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT	/	% ADEQUATE [1] + OUTSTANDING
	CULPEPER PUBLIC SCHOOLS		**OTHER SCHOOL DISTRICTS**
a. Budgeting	47/53		49/48
b. Strategic planning	77/24		38/53
c. Curriculum planning	47/53		40/59
d. Financial management and accounting	18/82		35/60
e. Community relations	65/35		37/61
f. Program evaluation, research, and assessment	53/35		32/65
g. Instructional technology	47/53		60/39
h. Pupil accounting	18/77		27/66
i. Instructional coordination/supervision	41/59		40/58
j. Instructional support	35/65		44/55
k. Federal Programs (e.g., Title I, Special Education) coordination	59/42		32/57
l. Personnel recruitment	65/36		47/48
m. Personnel selection	35/65		41/57
n. Personnel evaluation	53/47		40/58
o. Staff development	70/30		43/57
p. Data processing	42/47		39/51
q. Purchasing	18/82		37/58
r. Plant maintenance	59/41		55/43
s. Facilities planning	76/24		51/43
t. Transportation	82/18		43/54
u. Food service	42/59		35/65
v. Custodial services	59/41		47/52
w. Risk management	30/41		23/63
x. Administrative technology	41/53		48/49
y. Grants administration	53/24		34/49

[1] Percent responding *Needs Some Improvement* or *Needs Major Improvement* / Percent responding *Adequate* or *Outstanding.* The *should be eliminated* and *don't know* responses are omitted.

EXHIBIT A-23
COMPARISON SURVEY RESPONSES
CULPEPER PUBLIC SCHOOLS TEACHERS AND
TEACHERS IN OTHER SCHOOL DISTRICTS

PART A OF SURVEY	CULPEPER PUBLIC SCHOOLS (%)	OTHER SCHOOL DISTRICTS (%)
1. Overall quality of public education in the school district is:		
Good or Excellent	65	74
Fair or Poor	34	25
2. Overall quality of education in the school district is:		
Improving	41	53
Staying the Same	32	27
Getting Worse	20	16
Don't Know	7	4
3. Grade given to teachers:		
Above Average (A or B)	79	83
Below Average (D or F)	1	1
4. Grade given to school administrators:		
Above Average (A or B)	48	59
Below Average (D or F)	16	11
5. Grade given to school district administrators:		
Above Average (A or B)	35	38
Below Average (D or F)	24	21

EXHIBIT A-24
COMPARISON SURVEY RESPONSES
CULPEPER PUBLIC SCHOOLS TEACHERS AND
TEACHERS IN OTHER SCHOOL DISTRICTS

PART B	(% A + SA) / (% D + SD) [1]	
	CULPEPER PUBLIC SCHOOLS	**OTHER SCHOOL DISTRICTS**
1. The emphasis on learning in this school division has increased in recent years.	60/12	71/13
2. Our schools are safe and secure from crime.	60/20	53/28
3. Our schools effectively handle misbehavior problems.	38/46	37/48
4. Our schools have sufficient space and facilities to support the instructional programs.	7/88	28/62
5. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	50/30	54/31
6. Our schools can be described as "good places to learn."	63/12	74/11
7. There is administrative support for controlling student behavior in our schools.	50/37	55/29
8. Most students in our schools are motivated to learn.	52/23	55/29
9. Lessons are organized to meet students' needs.	75/10	79/9
10. The curriculum is broad and challenging for most students.	69/16	77/11
11. There is little a teacher can do to overcome education problems due to a student's home life.	26/51	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.	86/4	91/3
14. Teachers expect students to do their very best.	84/3	88/4
15. The school division provides adequate technology-related staff development.	58/25	n/a
16. Principals and assistant principals in our schools care about students' needs.	80/9	83/7
17. In general, parents take responsibility for their children's behavior in our schools.	25/46	27/53
18. Parents in this school division are satisfied with the education their children are receiving.	48/13	53/14
19. Most parents seem to know what goes on in our schools.	35/35	29/50
20. Parents play an active role in decision-making in our schools.	29/35	36/38
21. This community really cares about its children's education.	32/35	49/27
22. The food services department encourages student participation through customer satisfaction surveys.	9/33	n/a
23. The school division requests input on the long range technology plan.	27/24	n/a
24. Funds are managed wisely to support education in this school division.	27/35	28/46
25. Sufficient student services are provided in this school division (e.g., counseling, speech therapy, health).	50/29	53/34
26. School-based personnel play an important role in making decisions that affect schools in this school division.	35/38	35/33
27. The school division provides adequate technical support.	58/23	n/a
28. Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.	29/49	17/60
29. The food services department provides nutritious and appealing meals and snacks.	31/39	43/34

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

EXHIBIT A-25
COMPARISON SURVEY RESPONSES
CULPEPER PUBLIC SCHOOLS TEACHERS AND
TEACHERS IN OTHER SCHOOL DISTRICTS

PART C	(%G+ E) / (%F + P)[1]	
	CULPEPER PUBLIC SCHOOLS	**OTHER SCHOOL DISTRICTS**
1. Board of Education members' knowledge of the educational needs of students in the school district.	30/55	24/64
2. Board of Education members' knowledge of operations in the school district.	32/51	29/55
3. Board of Education members' work at setting or revising policies for the school district.	31/48	27/58
4. The school district Superintendent's work as the educational leader of the school district.	43/51	49/40
5. The school district Superintendent's work as the chief administrator (manager) of the school district.	48/45	50/38
6. Principals' work as the instructional leaders of their schools.	58/41	63/36
7. Principals' work as the managers of the staff and teachers.	58/41	67/32
8. Teachers' work in meeting students' individual learning needs.	80/20	79/20
9. Teachers' work in communicating with parents.	79/21	75/24
10. Teachers' attitudes about their jobs.	45/55	50/49
11. Students' ability to learn.	68/30	64/35
12. The amount of time students spend on task learning in the classroom.	59/40	60/37
13. Parents' efforts in helping their children to do better in school.	28/66	21/76
14. Parents' participation in school activities and organizations.	27/66	23/75
15. How well students' test results are explained to parents.	40/46	38/52
16. The cleanliness and maintenance of facilities in the school district.	44/55	52/47
17. How well relations are maintained with various groups in the community.	35/47	43/44
18. Staff development opportunities provided by the school district for teachers.	35/62	61/38
19. Staff development opportunities provided by the school district for school administrators.	17/22	32/22
20. The school district's job of providing adequate instructional technology.	47/49	47/51
21. The school district's use of technology for administrative purposes.	48/28	45/31

[1] Percent responding *Good* or *Excellent* / Percent responding *Fair* or *Poor.* The *don't know* responses are omitted.

EXHIBIT A-26
COMPARISON SURVEY RESPONSES
CULPEPER PUBLIC SCHOOLS TEACHERS AND
TEACHERS IN OTHER SCHOOL DISTRICTS

PART D: WORK ENVIRONMENT	(% A + SA) / (% D + SD)[1]	
	CULPEPER PUBLIC SCHOOLS	**OTHER SCHOOL DISTRICTS**
1. I find the school district to be an exciting, challenging place to work.	52/21	69/12
2. The work standards and expectations in the school district are equal to or above those of most other school districts.	46/20	63/14
3. School district officials enforce high work standards.	54/25	63/15
4. Most school district teachers enforce high student learning standards.	74/7	78/8
5. School district teachers and administrators have excellent working relationships.	42/32	45/26
6. Teachers who do not meet expected work standards are disciplined.	24/36	25/39
7. Staff who do not meet expected work standards are disciplined.	20/35	23/36
8. I feel that I have the authority to adequately perform my job responsibilities.	77/17	81/12
9. I have adequate facilities in which to do my work.	71/20	69/23
10. I have adequate equipment and computer support to do my work.	69/20	54/36
11. The workloads are equitably distributed among teachers and among staff members.	39/43	40/43
12. No one knows or cares about the amount or quality of work that I perform.	27/52	24/58
13. Workload is evenly distributed.	36/43	36/43
14. The failure of school district officials to enforce high work standards results in poor quality work.	81/9	87/7
15. I often observe other teachers and/or staff socializing rather than working while on the job.	15/60	18/66

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

EXHIBIT A-27
COMPARISON SURVEY RESPONSES
CULPEPER PUBLIC SCHOOLS TEACHERS
AND TEACHERS IN OTHER SCHOOL DISTRICTS

	(% A + SA) / (% D + SD)[1]	
PART E: JOB SATISFACTION	**CULPEPER PUBLIC SCHOOLS**	**OTHER SCHOOL DISTRICTS**
1. I am very satisfied with my job in the school district.	58/23	70/15
2. I plan to continue my career in the school district.	64/8	76/8
3. I am actively looking for a job outside of the school district.	16/56	11/74
4. Salary levels in the school district are competitive (with other school districts).	15/70	33/53
5. I feel that my work is appreciated by my supervisor(s).	62/25	65/21
6. I feel that I am an integral part of the school district.	57/23	59/20
7. I feel that there is no future for me in the school district.	14/61	12/73
8. My salary level is adequate for my level of work and experience.	17/71	20/69

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

EXHIBIT A-28
COMPARISON SURVEY RESPONSES
CULPEPER PUBLIC SCHOOLS TEACHERS AND
TEACHERS IN OTHER SCHOOL DISTRICTS

PART F: ADMINISTRATIVE STRUCTURE/PRACTICES	(% A + SA) / (% D + SD)[1]	
	CULPEPER PUBLIC SCHOOLS	OTHER SCHOOL DISTRICTS
1. Most administrative practices in the school district are highly effective and efficient.	34/41	34/36
2. Administrative decisions are made promptly and decisively.	36/40	36/36
3. School district administrators are easily accessible and open to input.	46/31	39/35
4. Authority for administrative decisions is delegated to the lowest possible level.	19/26	15/29
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	56/30	55/27
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	36/25	45/19
7. The extensive committee structure in the school district ensures adequate input from teachers and staff on most important decisions.	27/38	29/39
8. The school district has too many committees.	43/13	43/13
9. The school district has too many layers of administrators.	39/24	53/15
10. Most administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	38/27	35/28
11. Central office administrators are responsive to school needs.	29/36	27/34
12. Central office administrators provide quality service to schools.	32/30	27/31

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

EXHIBIT A-29
COMPARISON SURVEY RESPONSES
CULPEPER PUBLIC SCHOOLS TEACHERS AND
TEACHERS IN OTHER SCHOOL DISTRICTS

PART G: SCHOOL DISTRICT/PROGRAM FUNCTION	% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT	/ % ADEQUATE [1] + OUTSTANDING
	CULPEPER PUBLIC SCHOOLS	OTHER SCHOOL DISTRICTS
a. Budgeting	65/20	65/16
b. Strategic planning	55/23	47/24
c. Curriculum planning	46/48	52/41
d. Financial management and accounting	45/30	49/23
e. Community relations	45/46	53/38
f. Program evaluation, research, and assessment	42/39	42/38
g. Instructional technology	38/57	53/40
h. Pupil accounting	29/39	29/39
i. Instructional coordination/supervision	35/55	38/48
j. Instructional support	46/49	48/45
k. Federal Programs (e.g., Title I, Special Education) coordination	46/44	36/40
l. Personnel recruitment	47/40	40/35
m. Personnel selection	49/42	42/37
n. Personnel evaluation	42/52	41/48
o. Staff development	58/38	42/52
p. Data processing	19/37	21/34
q. Purchasing	23/41	33/30
r. Plant maintenance	36/33	41/37
s. Facilities planning	57/16	41/28
t. Transportation	52/32	32/46
u. Food service	46/40	41/47
v. Custodial services	49/45	44/49
w. Risk management	24/31	22/32
x. Administrative technology	18/40	24/34
y. Grants administration	19/20	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.