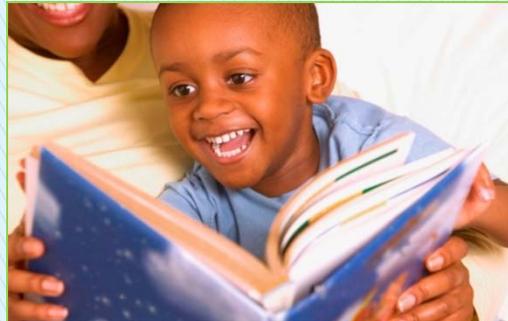


FINAL REPORT

Education Efficiency Review of Harrison County Schools, West Virginia



December 29, 2011

Submitted by:





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December 29, 2011

EDUCATION EFFICIENCY REVIEW OF HARRISON COUNTY SCHOOLS, WEST VIRGINIA

FINAL REPORT

MGT thanks the many individuals who contributed to the education efficiency review of Harrison County Schools (HCS). Their efforts and commitment were critical to our ability to present the district with the best possible recommendations for increased effectiveness and reductions in expenditures without adversely affecting student academic performance, losing district productivity, or reducing the quality of services.

We thank the Board of Education and Superintendent Susan Collins for their willingness to conduct a study of this nature and for their openness to change and improvement.

We thank the members of the district staff who organized the consultant team's interviews and all the documents and data that were needed to do our work. Central office staff spent many hours coordinating focus groups, submitting documents, coordinating responses, and attending to the many details in conducting the review.

Employees throughout the district contributed throughout the study, participating in the survey, in interviews, in focus groups, and in reviewing the draft report. We thank them for the willingness to contribute time to improve the efficiency and effectiveness of the district, and to improve services to students.

We thank the many parents, citizens, and representatives of civic organizations who participated in the focus groups and the open forum. These individuals support the district in serving students in the best possible manner.

Thank you.

TABLE OF CONTENTS

	PAGE
EXECUTIVE SUMMARY	i
1.0 DISTRICT ADMINISTRATION	1-1
1.1 Board of Education Governance	1-5
1.2 Policies and Procedures	1-20
1.3 Legal Services	1-28
1.4 Organization and Management.....	1-30
2.0 HUMAN RESOURCE MANAGEMENT	2-1
2.1 Organization and Service Delivery	2-6
2.2 Policies, Procedures, and Practices.....	2-13
2.3 Job Descriptions, Classifications, and Assignments.....	2-21
2.4 Recruitment and Employment of Personnel	2-26
2.5 Personnel Budget and Compensation.....	2-30
2.6 Professional and Service Staff Training and Development.....	2-35
3.0 FINANCIAL MANAGEMENT.....	3-1
3.1 Financial Services Overview	3-3
3.2 Financial Structure, Accounting, and Reporting	3-5
3.3 Budget Management.....	3-17
3.4 Purchasing and Warehouse Management	3-31
3.5 Risk Management.....	3-38
4.0 CHILD NUTRITION.....	4-1
4.1 Organization and Staffing	4-2
4.2 Financial Management.....	4-8
4.3 Program Compliance	4-17
5.0 FACILITY USE AND MANAGEMENT	5-1
5.1 Organizational Structure	5-2
5.2 Planning.....	5-3
5.3 Capital Construction Program	5-10
5.4 Maintenance	5-15
5.5 Custodial Services	5-18
5.6 Energy Management.....	5-22

TABLE OF CONTENTS (Continued)

	PAGE
6.0 TRANSPORTATION.....	6-1
6.1 Organization and Management.....	6-6
6.2 Planning, Policies, and Procedures.....	6-12
6.3 Routing and Scheduling.....	6-19
6.4 Training and Safety.....	6-21
6.5 Fleet Maintenance.....	6-22
7.0 TECHNOLOGY MANAGEMENT.....	7-1
7.1 Organizational Structure.....	7-4
7.2 Staffing Resources.....	7-8
7.3 Technology Planning.....	7-10
7.4 Technology Infrastructure.....	7-11
7.5 Technology Systems Support and Training.....	7-12
7.6 Instructional Technology.....	7-15
7.7 District Web Management.....	7-17
8.0 EDUCATIONAL SERVICE DELIVERY.....	8-1
8.1 Organization and Management.....	8-5
8.2 Program Evaluation.....	8-8
8.3 School Improvement.....	8-10
8.4 Professional Learning Communities.....	8-16
8.5 Student Performance.....	8-20
8.6 Curriculum and Instruction.....	8-21
8.7 Alternative Education.....	8-22
8.8 Professional Development/Special Education.....	8-28
8.9 Special Services.....	8-31

APPENDICES:

Appendix A: Harrison County Schools Survey Results

Appendix B: Harrison County Schools Overview and Peer Comparisons

EXECUTIVE SUMMARY

EXECUTIVE SUMMARY

In 2011, the State of West Virginia selected the team of Public Works and MGT of America, Inc. (MGT) to conduct a review of education in West Virginia. MGT was tasked with conducting efficiency and effectiveness reviews of three school districts and one Regional Education Service Agency (RESA). This report contains MGT's findings, commendations, and recommendations specific to Harrison County Schools (HCS). The purpose of the efficiency and effectiveness review was to provide an objective evaluation of the following administrative and operational areas, including processes and procedures, staffing, performance, controls, and spending:

- District Administration
- Human Resources Management
- Financial Management
- Child Nutrition
- Facility Use and Management
- Transportation
- Technology Management
- Educational Service Delivery

Conditions in HCS which were considered of importance in this review included:

- A recent history of conflict among BOE members and between community members and the superintendent and administrative staff.
- A failed facilities bond issue and aging school facilities.
- Continued community support and passage of the local tax levy of 90 percent.
- A relatively stable student enrollment over the past 10-year period, with a slight decline.

The superintendent provides leadership for the district with input from a leadership team. As of September 2011, the district's 24 schools are serving approximately 10,877 students.

Review Methodology

Overview

MGT studied the major work processes in HCS to identify inefficiencies and opportunities for cost savings, such as:

- Unnecessary work tasks being performed.
- Underutilization of technology.
- Inefficient work processes (bottlenecks, duplication).
- Missed opportunities to collaborate with other educational entities.
- Needed work processes that are not being performed.
- Productivity management practices and staff evaluation processes.

- Inefficient organization or staffing.

Our report identifies specific cost saving opportunities; however, we also note where additional financial investments may be warranted in order to achieve greater efficiencies.

The methodology MGT used to prepare for and conduct the HCS efficiency and effectiveness review is described in this section. To be successful, the methodology must:

- Be based upon a detailed work plan and time schedule.
- Take into account the unique environment within which the district operates.
- Obtain input from board members, administrators, and staff.
- Identify the existence, appropriateness, and use of specific educational objectives.
- Contain comparisons to similar educational organizations to provide a reference point.
- Provide for comparisons to best practices and other educational standards.
- Follow a common set of guidelines tailored specifically to the district.
- Include analyses of the efficiency of work practices.
- Identify exemplary programs and practices, as well as needed improvements.
- Document all findings.
- Present straightforward and practical recommendations for improvements.

Our methodology primarily involved a focused use of guidelines to analyze existing data and new information obtained through various means of HCS staff input. MGT's key strategies for conducting the studies are summarized below.

Review of Existing Records and Data Sources

During the period between project initiation and the onsite review, MGT simultaneously conducted many activities. Among these activities were identifying and collecting existing reports and data related to the administrative functions and operations that consultants would review. MGT requested numerous documents from the district, including, but not limited to, the following:

- Policies and administrative procedures
- Organizational charts
- Job descriptions
- Financial reports
- Operation handbooks and procedures

- Program and compliance reports
- Curriculum and instruction programs, data, and reports
- Student assessment data
- Technology plans
- Annual performance reports
- Annual budget and expenditure reports

Data from each of these sources were analyzed, and the information was used in preliminary analysis and as a starting point for collecting additional data during the onsite visit.

Stakeholder Input

We view stakeholder input as a valuable component of MGT's methodology, and use several techniques to obtain information from stakeholders on the issues and opportunities facing the school district.

MGT held a community open house in HCS to allow parents, community, and business members an opportunity to share their opinions about the district's strengths and areas in need of improvement. In addition to the community open house, MGT offered a web address to the public for additional comments.

MGT also conducted online surveys of central office administrators, principals, assistant principals, and teachers to solicit their opinions regarding the services and operations of the district. When the survey period closed, 52 percent of the central office administrators, 57 percent of the principals and assistant principals, and 27 percent of the teachers had completed the survey. MGT uses a statistical formula to establish the acceptable survey return rate in order to declare that the results are "representative" of the population surveyed. In the case of HCS, the response rate for all groups was below this standard. MGT includes the survey responses as indicators of the views of the stakeholders, but cautions the reader not to over-interpret or over-analyze these data. In addition, MGT does not base its recommendations on survey results, but uses the results as a gauge of general perceptions. **Appendix A** presents the results of the online surveys.

Comparison with Peer Districts

To successfully conduct an efficiency review it is important to fully understand the environment and the community in which the district operates. In addition to gauging the effectiveness and efficiency of the district against its own standards, we compare it to similar school districts. This comparison provides an objective basis for contrasting effectiveness and efficiency measures.

MGT used data reported in the West Virginia Education Information System (WVEIS) to prepare the comparisons. Our analyses compare budgeting, staffing, and expenditure data as well as student performance information. While MGT did not base our recommendations solely on comparison school district findings, we used these analyses to provide insights on where the district stands among its peers. Where appropriate, peer district comparisons are included in each chapter of this report. **Exhibit E-1** identifies the peer districts used for the HCS efficiency and effectiveness review. The HCS overview and peer comparison chapter is located in **Appendix B**.

**EXHIBIT E-1
HARRISON COUNTY SCHOOLS
SELECTED WEST VIRGINIA COMPARISON PEER DISTRICTS**

DISTRICT	ENROLLMENT	AMERICAN INDIAN/ ALASKAN NATIVE	ASIAN/ PACIFIC ISLANDER	BLACK	HISPANIC	WHITE	PUPIL/ TEACHER RATIO
Cabell County	12,552	0.26%	0.81%	8.59%	0.76%	88.92%	14.3
Harrison County	11,196	0.08%	0.72%	2.94%	0.79%	95.03%	14.6
Mercer County	9,552	0.07%	0.42%	9.89%	0.50%	88.66%	14.6
Raleigh County	12,340	0.11%	0.80%	9.96%	0.60%	87.79%	14.4
Monongalia County	10,459	0.19%	3.40%	5.70%	1.32%	88.75%	14.6
Average	11,220	0.14%	1.23%	7.42%	0.80%	89.83%	14.5

Onsite Review

MGT established onsite teams for the in-depth efficiency and effectiveness reviews. While onsite, team members studied district data, conducted interviews, held focus groups, visited schools, and participated in district meetings and events. Nine team members conducted the onsite visit to HCS during the week of August 29, 2011.

Project Reporting

MGT provided a series of reports throughout the review:

- Status Reports provided updates on progress throughout the duration of the project.
- A Draft Report with findings, commendations, and recommendations to improve effectiveness, operational efficiency, and address best practices. MGT also provided a feedback response form to ensure district and state staff had the means to challenge, inquire, and comment on the draft report. MGT consultants reviewed and responded to all feedback items.
- The Final Report prepared and delivered by MGT, based on the draft report and including any subsequent modifications, elaborations, or corrections arising from work subsequent to the draft report.

Overview of the Final Report

MGT's final report is organized into eight chapters which present the findings, commendations, and recommendations for each operational area reviewed, including:

- A description of the current situation in the district.
- A summary of the findings.
- MGT's commendation and/or recommendation for each finding.

- Where it can be quantified for the recommendation, a five-year fiscal impact statement detailing costs or savings, stated in 2010-11 dollars.

Appendix A includes the results of the MGT surveys of HCS, and **Appendix B** presents a comparison of HCS with selected peer districts.

Commendations and Recommendations

Overall, MGT made 40 commendations and 90 recommendations, as shown in **Exhibit E-2**. Of the 90 recommendations, 24 had an estimated quantifiable fiscal impact (costs or savings), while 66 did not. It is important to note that many of the recommendations MGT made without quantifying a fiscal impact are expected to result in a net savings to HCS, depending on how the district elects to implement them.

**EXHIBIT E-2
HARRISON COUNTY SCHOOLS
RECOMMENDATIONS SUMMARY**

DISTRICT	COMMENDATIONS	RECOMMENDATIONS WITH NO FISCAL IMPACT	RECOMMENDATIONS WITH FISCAL IMPACT	TOTAL NUMBER OF RECOMMENDATIONS
Harrison	40	66	24	90

Fiscal Impact

Implementation of MGT’s recommendations could save HCS in excess of \$11 million over five years, as summarized in **Exhibit E-3**. The costs and savings presented in this report are in 2010-11 dollars and do not reflect increases due to salary or inflation adjustments.

**EXHIBIT E-3
HARRISON COUNTY SCHOOLS
FISCAL IMPACT SUMMARY**

HARRISON COUNTY SCHOOLS	ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)
	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5	
TOTAL NET SAVINGS (COSTS)	\$3,416,710	\$1,749,606	\$1,851,389	\$2,005,672	\$2,005,943	\$11,029,320

The recommendations for HCS with estimated fiscal impacts are detailed in **Exhibit E-4**.

**EXHIBIT E-4
HARRISON COUNTY SCHOOLS
FISCAL IMPACT BY CHAPTER**

HARRISON COUNTY SCHOOLS		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)
		YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5	
CHAPTER 1: DISTRICT ADMINISTRATION							
Rec. 1-5	Reduce Use of Paper for BOE Meetings	\$35	\$35	\$35	\$35	\$35	\$175
Rec. 1-6	Purchase Security Cabinets	(\$10,500)	\$0	\$0	\$0	\$0	(\$10,500)
Rec. 1-7	Eliminate Policy and Administrative Regulations Guide Printing Costs	\$4,797	\$7,195	\$8,978	\$10,761	\$12,544	\$44,275
CHAPTER 1 TOTAL		(\$5,668)	\$7,230	\$9,013	\$10,796	\$12,579	\$33,950
CHAPTER 2: HUMAN RESOURCES MANAGEMENT							
	No Fiscal Impacts	\$0	\$0	\$0	\$0	\$0	\$0
CHAPTER 2 TOTAL		\$0	\$0	\$0	\$0	\$0	\$0
CHAPTER 3: FINANCIAL MANAGEMENT							
Rec. 3-3	Submit CAFR for Certificate of Excellence in Financial Reporting	\$0	(\$1,000)	(\$1,000)	(\$1,000)	(\$1,000)	(\$4,000)
Rec. 3-13	Create Inventory as an Asset on the Balance Sheet of the General Current Expense Fund	\$1,880,904	(\$18,810)	(\$18,810)	(\$18,810)	(\$18,810)	\$1,805,664
Rec. 3-14	Eliminate In-House Print Shop	\$15,205	\$15,205	\$15,205	\$15,205	\$15,205	\$76,025
Rec. 3-14	Sell Offset Presses	\$11,000	\$0	\$0	\$0	\$0	\$11,000
CHAPTER 3 TOTAL		\$1,907,109	(\$4,605)	(\$4,605)	(\$4,605)	(\$4,605)	\$1,888,689

**EXHIBIT E-4 (continued)
HARRISON COUNTY SCHOOLS
FISCAL IMPACT BY CHAPTER**

HARRISON COUNTY SCHOOLS		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)
		YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5	
CHAPTER 4: CHILD NUTRITION							
Rec. 4-1	Reduce Child Nutrition School-based Labor Hours 9 Percent	\$378,066	\$378,066	\$378,066	\$378,066	\$378,066	\$1,890,330
Rec. 4-4	Implement Grab-n-Go Breakfast at 19 Sites	\$495,873	\$495,873	\$495,873	\$495,873	\$495,873	\$2,479,365
Rec. 4-5	Increase Elementary and Secondary Breakfast \$.25	\$49,209	\$49,209	\$49,209	\$49,209	\$49,209	\$246,045
Rec. 4-5	Increase Elementary and Secondary Lunch \$.25	\$163,845	\$163,845	\$163,845	\$163,845	\$163,845	\$819,225
Rec. 4-6	Marketing Free Lunch Participation	\$112,250	\$112,250	\$112,250	\$112,250	\$112,250	\$561,250
Rec. 4-6	Marketing Reduced Price Meal Participation	\$18,686	\$18,686	\$18,686	\$18,686	\$18,686	\$93,430
CHAPTER 4 TOTAL		\$1,217,929	\$1,217,929	\$1,217,929	\$1,217,929	\$1,217,929	\$6,089,645
CHAPTER 5: FACILITY USE AND MANAGEMENT							
Rec. 5-3	Increase User Fees	\$13,000	\$13,000	\$13,000	\$13,000	\$13,000	\$65,000
Rec. 5-8	Establish a Cleaning Supplies Budget	\$25,000	\$25,000	\$25,000	\$25,000	\$25,000	\$125,000
Rec. 5-9	Establish Goal for Utilities Cost Avoidance	\$100,000	\$200,000	\$300,000	\$450,000	\$450,000	\$1,500,000
Rec. 5-10	Install Trash Compactors at Each School	\$25,000	\$50,000	\$50,000	\$50,000	\$50,000	\$225,000
CHAPTER 5 TOTAL		\$163,000	\$288,000	\$388,000	\$538,000	\$538,000	\$1,915,000

**EXHIBIT E-4 (continued)
HARRISON COUNTY SCHOOLS
FISCAL IMPACT BY CHAPTER**

HARRISON COUNTY SCHOOLS		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)
		YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5	
CHAPTER 6: TRANSPORTATION							
Rec. 6-1	Convert a Bus Supervisor Position to Director of Transportation Position	(\$12,204)	(\$12,204)	(\$12,204)	(\$12,204)	(\$12,204)	(\$61,020)
Rec. 6-3	Decrease Curricular Field Trips by 10 Percent	\$53,623	\$53,623	\$53,623	\$53,623	\$53,623	\$268,115
Rec. 6-4	Decrease by One-Third the Hours Paid to Bus Operators for Additional Bus Runs	\$150,361	\$150,361	\$150,361	\$150,361	\$150,361	\$751,805
Rec. 6-6	Computer Assisted Routing System	(\$41,000)	(\$4,800)	(\$4,800)	(\$4,800)	(\$4,800)	(\$60,200)
Rec. 6-7	ASE Certification for Seven Mechanics	(\$1,512)	\$0	\$0	\$0	(\$1,512)	(\$3,024)
Rec. 6-8	Vehicle Management Information System	(\$75,000)	(\$6,000)	(\$6,000)	(\$6,000)	(\$6,000)	(\$99,000)
CHAPTER 6 TOTAL		\$74,268	\$180,980	\$180,980	\$180,980	\$179,468	\$796,676

**EXHIBIT E-4 (continued)
HARRISON COUNTY SCHOOLS
FISCAL IMPACT BY CHAPTER**

HARRISON COUNTY SCHOOLS		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)
		YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5	
CHAPTER 7: TECHNOLOGY MANAGEMENT							
Rec. 7-1	Compensation Change for Director of Technology, Information Services, and Planning	(\$7,850)	(\$7,850)	(\$7,850)	(\$7,850)	(\$7,850)	(\$39,250)
Rec. 7-2	Eliminate Video Production Specialist Position	\$58,320	\$58,320	\$58,320	\$58,320	\$58,320	\$291,600
Rec. 7-4	Technology Schedule Coordination	\$14,602	\$14,602	\$14,602	\$14,602	\$14,602	\$73,010
Rec. 7-5	Develop and Implement a Technology Training Model	(\$5,000)	(\$5,000)	(\$5,000)	(\$2,500)	(\$2,500)	(\$20,000)
CHAPTER 7 TOTAL		\$60,072	\$60,072	\$60,072	\$62,572	\$62,572	\$305,360
CHAPTER 8: EDUCATIONAL SERVICE DELIVERY							
	No Fiscal Impacts	\$0	\$0	\$0	\$0	\$0	\$0
CHAPTER 8 TOTAL		\$0	\$0	\$0	\$0	\$0	\$0
HARRISON COUNTY SCHOOLS		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)
		YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5	
TOTAL NET SAVINGS (COSTS)		\$3,416,710	\$1,749,606	\$1,851,389	\$2,005,672	\$2,005,943	\$11,029,320

1.0 DISTRICT ADMINISTRATION

1.0 DISTRICT ADMINISTRATION

The findings, commendations, and recommendations for the overall organization of Harrison County Schools (HCS) are presented in this chapter. The sections in this chapter include:

- 1.1 Board of Education Governance
- 1.2 Policies and Procedures
- 1.3 Legal Services
- 1.4 Organization and Management

CHAPTER SUMMARY

In preparing this report, consultants from MGT of America, Inc. reviewed documents and interviewed stakeholders, including Board of Education (BOE) members, community representatives, and HCS employees. Additionally, data were collected through teacher and administrator surveys, a web-based forum, and an open house public forum. In regards to the fiscal impact of our recommendations, MGT does not attempt to estimate the future costs or savings based on inflationary trends; therefore, MGT only forecasts costs or savings based on current figures.

Commendations in this chapter include:

- Commendation 1-A** The Board of Education uses a comprehensive calendar-timeline document to guide the preparation of board meetings.
- Commendation 1-B** The superintendent prepares and distributes a Weekly Update Memorandum to the Board of Education.
- Commendation 1-C** Harrison County Schools has a comprehensive Policy and Administrative Regulations Guide.
- Commendation 1-D** The Board of Education and superintendent conduct productive work sessions on facilities needs
- Commendation 1-E** Administrative staffing of schools is within the ranges suggested by industry best practices

The following recommendations are included in this chapter:

- Recommendation 1-1** Revise the Superintendent's Weekly Update Memorandum to reduce the volume, and discuss complex issues with the Board of Education President to determine the best method for providing this information to Board members.
- Recommendation 1-2** Develop and adopt Board of Education protocols for problem solving, establishing internal working relationships, and implement a plan to stabilize relationships.
- Recommendation 1-3** Consider establishing Board of Education standing committees for budget, facilities, and planning and policy.

- Recommendation 1-4** Develop a comprehensive local Board of Education orientation program for newly elected members.
- Recommendation 1-5** Implement the full use of the electronic board agenda and supporting information at regular board meetings.
- Recommendation 1-6** Provide for secured, disaster protected storage for records of board actions, personnel records, and other permanent records.
- Recommendation 1-7** Place the comprehensive Policy and Administrative Regulations Guide on the website and require students and parents to download and affix their signatures to the cover sheet affirming receipt and return it to their respective school (provide booklets to students/parents without web access).
- Recommendation 1-8** Update and reorganize the Board of Education policy manual, adopting an annual revision schedule, adding a separate series section for Board of Education Operations, including a comprehensive subject matter index system, and providing hyperlinks to important referenced documents.
- Recommendation 1-9** Develop and adopt social media policies and procedures governing students and employees, and ensure that a bullying policy is adopted as soon as the state policy (expected in September 2011) is received.
- Recommendation 1-10** Maintain current agreements for legal services.
- Recommendation 1-11** Develop and implement a process for assessing legal services.
- Recommendation 1-12** Reorganize the central office administration of HCS.
- Recommendation 1-13** Reorganize the Superintendent's Leadership Team, defining the team's purpose and members' responsibilities, and establish a schedule for meetings.
- Recommendation 1-14** Develop and implement a structured internal communication plan utilizing technology and other necessary mediums.
- Recommendation 1-15** Assign a second, confidential, e-mail address to the superintendent and key administrators, and have their assigned secretarial staff (delegate) process routine e-mails received through the regular district e-mail address.
- Recommendation 1-16** Assign the overall coordination of planning and accountability to the proposed department of technology, information services, and planning, with routine review of progress by the Superintendent's Leadership Team.

Recommendation 1-17 Develop a uniform structured public information program consistent with the state's Global 21 initiative and assign responsibility for coordination to the superintendent.

Recommendation 1-18 Develop a formula or policy for the assignment of assistant principal positions.

Conditions in HCS of importance to this review include:

- A recent history of conflict among BOE members and between various community members and the superintendent and administrative staff.
- A failed facilities bond issue and aging school facilities.
- Continued community support and passage of the local tax levy of 90 percent.
- Student enrollment over the recent 10-year period has been relatively stable with a slight decline.

The superintendent provides leadership for the district with input from a leadership team, which includes the treasurer, assistant superintendent for curriculum and instruction and technology, assistant superintendent for human resources and policy, assistant superintendent for operations, administrative assistant for safety and discipline, supervisor of federal programs, and supervision of special services, a total of seven members.

As of September 2011, the district's 24 schools are serving approximately 10,877 students, with an enrollment that, over a 10-year period has been relatively stable, ranging from a high of 11,526 in 2002-03 to the current 10,877.

MGT conducted a community open house to gather input on HCS from the community. Participants provided in excess of 150 specific comments ranging from positive support to significant concern related to the BOE, administration relations, conditions of some schools, and other matters. A sampling of comments includes the following:

- *Most facilities are well maintained on a daily basis ... not all.*
- *Studies years ago proved that consolidation was a bad idea. We did it anyway and tried to do it again. Students are on buses and waiting for schools to start for way too long.*
- *Can we offer fresh fruits/veggies as a snack to break up long morning of P.M.? Students through away fruit at lunchtime but would greatly benefit from it as a snack. Yes! Great idea.*
- *We have a great cook – too stringent on some guidelines (pepper, rolls). Need to have food students will eat.*
- *Several or most bus drivers really care about children but my children should not be cussed at while the driver turns the other ear!*

- *People at the bus garage seem like it is just a paycheck when you call in with a complaint! Doesn't seem to have desire to help fix it!*
- *Great job! Appears to function effectively and systematically to meet needs of student and staff (finance department).*
- *Staff is expected to implement technology when system is slow to boot up when functioning, support staff in buildings (computer staff) are not available during majority of day.*
- *Dollars to buy technology severely limited.*
- *In all subjects except computer class, computers should be a tool to teach the subject and not the subject- some mandated computer activities should be abolished.*
- *Board appears to be working against rather than with central office. This creates problems with morale.*
- *Appears board member(s) try to question in public that leave or provide the public with distrust of system.*
- *Citizen input is not accounted for in board posturing.*
- *At most meetings they act like children! Step up and make the decisions they need to. Some schools are a disgrace! Our children's educations should be worth more than a few votes.*
- *Need ability to offer advanced courses to all students (physics, calculus, micro science).*
- *Work with staff and families to support needs of students.*
- *Some schools are not equipped for students with special needs... a child had to transfer to another school because LMS was not equipped. Going into a new school had to be very rough, but it made it worse because she left the kids she grew up with.*
- *There is no infrastructure in place to effectively communicate why decisions are made in-hours. When called to defend, it is usually in a hostile environment. Board limits effectiveness of CO due to hostility. Sad for students.*
- *Best personnel director in years.*
- *Principals are effective and do a great job utilizing existing resources. We do need a way to determine how some schools might warrant more assistance. For example, students from Children's Shelter warrant more counselors.*
- *Most schools seem to do an excellent job.*

- *Principals make the school. Some schools seem set up to fail by the administration they hire. All education administrators should have spent time as a classroom teacher first or they have no clue. Should hire within our county first. You have to know your community to be successful.*

Additionally, 17 pages of comments were received through MGT’s confidential web-based forum.

1.1 Board of Education Governance

The HCS educational system is the result of a West Virginia (WV) law establishing school districts. The five-member BOE is elected from the district, members serve staggered four-year terms, and members are compensated a minimal amount for their attendance at required meetings. The officers, including president and vice president, are elected by the BOE.

Exhibit 1-3 provides an overview of the HCS BOE members. Three members have three or more years of service on the board, while two members have completed their first year of service. The current BOE President has served on the board for three years.

**EXHIBIT 1-3
HARRISON COUNTY SCHOOLS
BOARD OF EDUCATION MEMBERS
SEPTEMBER 2011**

NAME	TITLE	YEARS SERVED	TERM EXPIRES
Paul J. Howe, III	President	3	June 30, 2012
Charles P. Reider	Vice-president	3	June 30, 2012
Allen Gorrell	Member	1	June 30, 2014
Michael L. Queen	Member	5	June 30, 2014
David M. Sturm	Member	1	June 30, 2014

Source: HCS Office of the Superintendent, 2011.

The BOE generally meets twice monthly on the first and third Tuesday of each month at 6:00 p.m. at the central office facility on E. B. Saunders Way in Clarksburg for regular meetings. Special, work session, and closed (Executive) meetings are held as needed. A calendar of scheduled regular and other meetings is posted on the district’s website.

Regular meeting agenda typically include a call to order, pledge of allegiance, special recognition, special presentations, delegations, consent items of actions needed, building program action items, and personnel matters, followed by adjournment.

Executive (closed) meeting agenda items may include:

- Student issues.
- Negotiations of material terms for purchase of property or a specific contract for employment and services.
- Attorney-client privilege relating to litigation preparation and execution.

- Other matters as permitted under WV state law.

The meeting agenda is comprehensive and provides for public, administrative, and board input. The agenda and supporting documents are available in paper format to BOE members and others. The agendas and minutes are now available on the website.

Provisions governing school board meetings and related procedures are available in policy 1204 of the BOE Policy Manual.

Some BOE members serve on various committees; however, there are no standing board committees. Annually, a board member is appointed to serve on Calendar, Library Board, and Curriculum Committees. **Exhibit 1-4** shows other committees and board member assignments.

**EXHIBIT 1-4
HARRISON COUNTY SCHOOLS
BOARD OF EDUCATION MEMBER ASSIGNMENTS TO COMMITTEES
AUGUST 2011**

COMMITTEE	BOARD MEMBER
United Technical Center Board Member	Michael L. Queen
WVU Extension Service Board	David M. Sturm
RESA 7 Board	Allen Gorrell
Harrison County Technology Committee	Michael L. Queen
5-Year Strategic Planning Committee	Allen Gorrell

Source: Created by MGT of America, Inc., from HCS Board records, August 2011.

The BOE/superintendent's office is staffed with two secretarial positions, each capable of carrying out the other's responsibilities in the event of an absence. This staff also provides services to the assistant superintendent for curriculum and instruction and technology.

FINDING

At the request of the BOE, the superintendent and staff have developed a comprehensive calendar-timeline document to guide the preparation of Board meetings throughout the year.

The document, prepared prior to each calendar year, provides essential information to be included in scheduled board meetings throughout the year. The document includes topics for special meetings as predetermined. All entries for each month are color coded to correspond with important functions or goals. Color codes include:

- Blue – Personnel matters
- Green – Budgetary/Finance matters
- Brown – Facilities/SBA matters
- Black – Miscellaneous/Reports from superintendent and all others
- Red – Board Goals

The calendar-timeline document is updated or revised as necessary and provides each board member and the public an easy method for determining the focus of board activity at regular and special meetings.

COMMENDATION 1-A:

The Board of Education uses a comprehensive calendar-timeline document to guide the preparation of board meetings.

FINDING

The superintendent prepares and distributes a Weekly Update Memorandum to each board member on Fridays.

The September 2, 2011 update provides a calendar of upcoming events, a Field Report and Property/Legal documents with information for the September 7th work session, status of various work projects at school(s), first week enrollment figures, maintenance updates, and other matters judged to be of interest to the board.

The weekly updates are generally lengthy, with the September 2nd report containing 20 pages.

The update is consistent with best practices.

COMMENDATION 1-B:

The superintendent prepares and distributes a Weekly Update Memorandum to the Board of Education.

FINDING

Board members are divided on the effectiveness of the manner in which the weekly update is composed for their review. This division places the superintendent in the difficult position of determining whether more is provided than they wish to have or not enough.

Interviews with board members revealed that one or more believe that the superintendent does not provide adequate and timely information. However, other members believe that the information is much more than they need in order to be adequately informed and if they require additional data or information they are aware of whom to contact. They state that reading the entire report is too time-consuming and a shorter version would be preferred.

As noted in the previous finding to **Commendation 1-A**, the Weekly Update Memoranda can be very lengthy (averaging 20 or more pages) and, consequently, are, time-consuming to develop.

RECOMMENDATION 1-1:

Revise the Superintendent's Weekly Update Memorandum to reduce the volume and discuss complex issues with the Board of Education President to determine the best method for providing this information to the board members.

Typically, weekly updates to a board are developed in bulleted or short form with detailed reports prepared and submitted as directed by the board president or chairperson as necessary.

If emergency circumstances arise the superintendent or an assistant superintendent contacts the Board to keep them informed, which is the current HCS practice.

The controversy over the length of the weekly update, which is time-consuming to develop, may be resolved with a phone call to the Board President to discuss distribution of more detailed matters to the full board.

This revised procedure for determining the distribution of large documents and reports and creating a shorter Weekly Update memorandum should be implemented upon receipt of this report.

FISCAL IMPACT

This recommendation can be implemented at no additional cost to the district and should result in the superintendent expending less time on the report's preparation.

FINDING

There is evidence of an on-going conflict among some board members and with the superintendent and administration resulting in negative comments and reactions from school district personnel and comments submitted by the public.

MGT consultants obtained and reviewed minutes of BOE meetings, compact-disk records of BOE meetings, radio broadcasts, e-mails, and other documents to better understand the nature of complaints and activity reported as dysfunctional and troublesome to the administration and the activity of the board. A review of the information, along with extensive interviews of employees, Board members, and community members confirms these observations.

A review of selected BOE meeting minutes and compact-disk records reveals that Robert's Rules of Order are not always followed and audience participation is not well organized. Additionally, loud interchanges occur between and among meeting participants, including debate-like activity with various district personnel, and other symptoms that indicate professional and civil meeting decorum is abandoned from time-to-time.

A review of e-mails sent to the superintendent from board members from June 2010 through August 2011 shows that, collectively, the board members sent a total of 790. Of the 790 e-mails, one member sent 7, a second 4, a third 52, and a fourth 727, with none

from one member. A review of the content of these correspondences shows that many created unnecessary work and could easily been handled in regular board meetings or through normal administrative channels. These appear to contribute to the distrust and acrimony observed by many persons interviewed by the consultants.

Interviews with principals and other administrative staff consistently reflected concern that the image of the school district in the community has deteriorated because of conflict. They voiced the opinion that the television broadcasting of board meetings simply amplifies the situation.

Comments received via MGT's confidential web-based forum were, in part, consistent with these findings. The following comments are representative of feelings and perceptions on the part of some community members:

- *Harrison County central office needs a complete overhaul. When you have board members on Facebook that resorts to name calling when someone doesn't agree with them is all uncalled for. If my child called one of his teachers or another student some of the things that this board member does, he would be in some serious trouble. Kids look up to these people and its terrible how they act.*
- *District leadership, is this where I should discuss my frustration with the BOE in this county? Two members of our board truly want the best for the kids in this area. The other three have a hidden political agenda.*
- *Communities need to have more input into the actual running of their schools, from the ground up. They need to know when there are problems and get routine updates on repair of problems. Open communication is very important - you know democracy is important to a democracy.*
- *I like that some BOE members are trying to keep the BOE issues very open to the public. I don't understand why some of the Harrison BOE members would not place the Lumberport Middle (w/Simpson) bond vote back on the ballot. It seems political and not in the best interest of the Harrison County students. I voted against the first large bond vote but would vote for the Lumberport/Simpson.*

Regarding this discussion, the BOE has adopted Policy 1203 School Board Effectiveness. While this is an appropriate policy and contains many important statements and procedures for maintaining relationships with school improvement councils, faculty senates, and the community at large, it does not address internal operational effectiveness or civility issues. Policy clearly indicating the role of individual board members is also lacking.

RECOMMENDATION 1-2:

Develop and adopt Board of Education protocols for problem solving, establishing internal working relationships, and implement a plan to stabilize relationships.

The West Virginia School Boards Association (WVSBA) provides an array of services as shown in **Exhibit 1-5**. These services may be beneficial in providing guidance in implementing the recommendation.

**EXHIBIT 1-5
WEST VIRGINIA SCHOOL BOARDS ASSOCIATION
SERVICES**

WVSBA provides a number of customized county board training sessions, dealing with topics such as policy development, meeting management, county board ethics, board/superintendent relations, board and superintendent evaluation, etc.

WVSBA offers an extensive goal-setting program based primarily on the county board's completion of its required annual self-evaluation - §18-5-1c – as well as vision and mission development. One or more work sessions may be involved.

WVSBA has extensive experience in mediation when issues arise in terms of intra-board relations. These services often are set up in an informal workshop format.

WVSBA conducts an extensive review of procedures for the statutorily-required county superintendent evaluation - §18 -4-6. These sessions include a review of legislative and state Board of Education requirements relating to the superintendent evaluation process.

WVSBA has been conducting superintendent searches. This extensive experience allows the organization to customize each search to meet individual county board needs by utilizing highly specialized services, search-related documents and evaluative components. As determined by the county board and incoming county schools superintendent, the program includes local orientation components.

WVSBA has extensive experience in designing county board retreats with a special focus on board development, goal-setting and planning – all facets of retreat design. *Approved training credits.*

Source: WVSBA website, September 2011.

WVSBA offers several methods through which the BOE and administration could begin a process of developing adopted policies with appropriate civility protocols to govern not only the conduct of meetings, but also guidance when members are desirous of suggesting changes that have a substantial impact on the school system and its operations. The board and administration should contract with either the WVSBA or a private vendor for services to assist in facilitating retreat-type work sessions to accomplish this recommendation.

The goals and resultant objectives of implementing this recommendation are to promote civility and ensure professionally conducted meetings that lead to appropriate decisions.

The following should be primary considerations as this activity is planned and executed:

- Establish agreed-upon guidelines and protocols for requesting that the administration consider requests that may arise from individual members of the board.
- Establish how the social media and e-mails can be utilized to guide the productive business of the board and school district.

- Provide a mechanism for assisting the board and administration during the meetings designed to support the overall goals and objectives of this recommendation, that ensure continued civility and professional decorum.
- Continue the process of support until the board and administration agree that the atmosphere of conflict has been eliminated and a professional, student-oriented environment has been instituted and consistently carried out.

Essential to this process are two elements:

- Engagement of an entity that has experience dealing with conflict; and
- Firm commitment to follow-through until resolution of an issue has been attained.

In order to ensure effective accomplishment of the second element, the board should incorporate in the overall plan having the trainer/mediator attend board meetings as an observer/mediator. If an issue or dispute arises during a regular meeting the observer/mediator could intervene and suggest that the board and administration address the issue in a scheduled work session or another venue and be brought back for future action by the board.

Meanwhile, the board should consider developing and adopting a civility policy and procedures to guide activity. **Exhibit 1-6** is a sample best practices civility policy and procedures.

**EXHIBIT 1-6
CIVILITY POLICY AND PROCEDURES**

I. Policy Statement

The Board of Education of Howard County values diversity and commonality and is committed to a culture that fosters free and open communication. The Board believes that an environment of mutual respect and civil conduct between and among students, school system employees, parents, volunteers, and the general public is critical to the achievement of students and staff. The Board is committed to maintaining a culture that recognizes the worth and dignity of the individual in support of academic achievement and social development.

II. Purpose

The purpose of this policy is to set clear expectations for civil behavior that support a safe, welcoming, and nurturing environment on school property and at school-related activities.

III. Definitions

A. Civility – Mutual respect and consideration reflected in language, attitudes, and behaviors.

B. Harassment and Intimidation (bullying) – Conduct, including verbal conduct, that creates a hostile environment by substantially interfering with an individual's educational benefits, opportunities, or performance, or with an individual's physical or psychological well-being, and is motivated by an actual or a perceived personal characteristic such as race, national origin, marital status, sex, sexual orientation, gender identity, religion or disability, or is threatening or seriously intimidating.

C. School Property – Any property owned or leased by the Howard County Public School System. The concept of property shall extend to school activities such as field trips, use of parks and recreation facilities, proms at hotels, etc. This means that when a facility is scheduled for student use, it will be considered an extension of school property.

D. School-related Activity – On or off premises activity in which a student directly participates (e.g. field trip, school system-sponsored athletic event, or class/graduation activity), or in which the student does not directly participate, but represents the school or student body simply by being there (e.g. spectator at a school system-sponsored event).

IV. Standards

A. Expected behaviors include but are not limited to:

1. Respect and courtesy in language, demeanor, and actions
2. Moderate tone and volume of voice
3. Active and respectful listening
4. Respectful acknowledgment of cultural differences
5. Respect for the personal, civil, and property rights of others
6. Appropriate and courteous use of telephone, public address systems, two-way radios, and any other verbal communication device

**EXHIBIT 1-6 (Continued)
CIVILITY POLICY AND PROCEDURES**

7. Appropriate and courteous written communication, including notes, letters, email, and text messages.

B. Unacceptable behaviors include but are not limited to:

1. Rude, insulting, or demeaning language and/or actions
2. Persistently unreasonable demands
3. Intrusive and/or interruptive behavior
4. Displays of temper
5. Harassment and intimidation
6. Threatening and/or abusive gestures and behavior.

C. Incidents of uncivil behavior should be resolved cooperatively with the individual(s) most directly involved.

V. Compliance

A. Each individual is responsible for behaving in a civil manner and for cooperating in resolving incidents of uncivil behavior.

B. The Superintendent/designee is responsible for determining whether an incident occurring on school property violates an existing board policy and for responding appropriately.

C. The Superintendent/designee will provide for annual notification of this policy to students, staff, parents, and community members.

VI. Delegation of Authority

The Superintendent is authorized to develop appropriate procedures for the implementation of this policy.

VII. References

A. Legal

B. Other Board Policies

C. Other

Student Code of Conduct

ADOPTED:

AMENDED:

EFFECTIVE:

**EXHIBIT 1-6 (Continued)
CIVILITY POLICY AND PROCEDURES**

PROCEDURES

I. Training and Resources

A. The Superintendent/designee will communicate expectations for civil behavior outlined in the policy to all school administrators and central office personnel.

B. The principal/supervisor or designee will communicate expectations of civil behavior annually to their staffs, students, parents, and community groups as appropriate.

C. The principal/supervisor or designee will provide appropriate resources, guidance, and professional development with the goal of promoting civil behavior and addressing related concerns within the school system.

II. Process for Addressing Concerns and Issues

A. Resolution through Cooperative Agreement

Individuals who feel they have been subjected to uncivil conduct are encouraged to resolve the concern/issue with the person or persons directly involved when appropriate. Through a process of cooperative agreement, the affected individuals may be able to reach a mutually effective resolution.

B. General Steps when Resolution is not Reached through Cooperative Agreement

1. Either party may cite this policy and notify the other person that they are ending the conversation or the interaction and removing themselves from the situation (for instance, ending a phone call, walking out of the room, or requesting the other individual leave the room).

2. There are many existing policies and procedures that cover specific circumstances or general behaviors. In these cases, the appropriate policy or procedure should be followed. (See section II.C.)

3. If the issue/situation is not addressed in another policy or procedure, either party may notify the appropriate principal/supervisor or designee. The principal/supervisor or designee will assist the individuals in reaching a resolution. Parents may also use the procedures outlined in A Parent's Guide to Resolving School Concerns and Complaints to formally address concerns that have not been resolved at the school level.

C. References to Appropriate Policies and Procedures

ADOPTED:

AMENDED:

EFFECTIVE:

Source: Howard County Public School System, Maryland website, September 2011.

Accomplishing of this recommendation could take several months, but should begin immediately upon receipt of this report and acceptance by the board and administration.

FISCAL IMPACT

The cost for implementing this recommendation cannot be estimated until a full plan is developed and approved by the board and administration. However, some WVSBA services are offered for free as a membership benefit.

FINDING

To the contrary of onsite findings and after the onsite review by the MGT team, the local newspaper, *The Exponent Telegram*, on Tuesday, September 6, 2011, reported that the BOE was to discuss construction issues and how to pay for them at their next work session.

On September 9, 2011, the newspaper reported the outcome of the work session. The reader of this article was presented a report of a professionally conducted meeting in which differing opinions were reconciled into an acceptable course of action without previous meetings' discord.

Consequently, the reader is left with the impression that through a well-developed process the overall conflict among members and with the administration could be resolved if the participants can agree to a course of action to guide resolution of disagreements.

COMMENDATION 1-C:

The Board of Education and superintendent conduct productive work sessions on facilities needs.

FINDING

The BOE does not have standing committees; however, members do serve as liaison to other groups and periodically on district task committees. This situation results in the inconsistent board input into some areas for which they have a prime responsibility.

Annually, a board member is appointed to serve on calendar, library board, and curriculum committees. **Exhibit 1-4** shows other committees and board member assignments. As can be seen, only three of the five members represent the board or serve as liaison to other organizations or boards.

The BOE has several important roles to fulfill including approving the annual budget, setting policy, determining priorities for facilities' development, and planning. There is clear evidence of board involvement and actions in each of these functional areas. Throughout the Calendar-Timeline document, the Superintendent's Weekly Update memorandums, and the minutes of various board meetings are dates and reports to support this involvement. However, prolonged in-depth involvement is not evidenced.

Many school boards throughout the United States establish standing committees that meet as needed with an assigned administrative liaison to provide support.

RECOMMENDATION 1-3:

Consider establishing Board of Education standing committees for budget, facilities, and planning and policy.

Implementation of this recommendation should result in the establishment of three standing committees, each assigned two board members. An administrative liaison should be appointed by the superintendent to each committee.

Each committee with all board members receiving a committee assignment, appointed by the Board President, should be assigned, minimally, responsibility as follows:

Budget – Oversight of incorporating into the annual budget established goals and priorities and the preparation of a user-friendly document that can be easily understood by the public. Provide support for the superintendent’s presentation of the draft budget to the full BOE.

Facilities – Preparation of facilities-related priorities and preparing funding recommendations to be recommended to the full BOE by the superintendent.

Policy and Planning – Review annually the goals and objectives of the board and ensuring that the strategic planning document clearly includes all required plans and the needs of individual schools. Oversee and direct the preparation of BOE policy, ensuring that all policies are updated on a prearranged schedule.

This recommendation should be considered for implementation after **Recommendation 1-2** is well underway and the mediator indicates that implementation will contribute to orderly board involvement in carrying out assigned responsibilities.

FISCAL IMPACT

This recommendation can be implemented at no additional cost to the district; however, it will result in additional BOE time involvement.

FINDING

New BOE members attend orientation meetings sponsored by WVSBA; however, no formal local orientation program is provided to acquaint them with local district organization, school facilities, or to provide a comprehensive understanding of board roles and responsibilities and the many details associated with carrying out their responsibilities.

The WVSBA meetings and various orientation sessions focus primarily on state-related matters and the overall roles of board membership rather than local issues; however, the WVSBA sessions do meet the West Virginia training requirements for BOE members. Additionally, WVSBA provides all required training for board members to meet the annual seven hours of training requirement.

Attendees report that WVSBA training sessions are invaluable and necessary to meeting their obligations as BOE members.

RECOMMENDATION 1-4:

Develop a comprehensive local Board of Education orientation program for newly elected members.

Implementing this recommendation should result in the development of a comprehensive local BOE new member orientation program. The local orientation program should begin as soon following the May election as is feasible and prior to the first regular board meeting if possible. The program should cover the following topics in detail over several sessions to permit a more complete understanding of organizational and policy matters:

- Organization of the BOE, rules of order including parliamentary procedures, procedures for obtaining information, establishment of the meeting agenda, and other operational matters. This is designed to reinforce the orientation provided by WVSBA.
- Organization of the district, including key administrative and staff personnel that can provide assistance to board members upon request.
- Complete tour of district office, selected schools and support facilities.
- The role of the board member as reflected in WV state law, local policy, and other controlling regulations and best practices. The National School Boards Association (NSBA) and WVSBA can provide valuable information for this portion of the orientation for review purposes.
- A review of important documents, including (but not necessarily limited to) the policy and procedures manuals, employee handbooks, student code of conduct, pupil promotion guidelines, and similar documents describing district and state student matriculation requirements.
- A review of the district's planning documents and processes related to their development.
- A review of the district's budget and associated development and adoption timelines, including the board's fiduciary responsibilities under WV law and regulations.
- A calendar of important dates and deadlines for board actions, including the approval of employee contracts, establishment of the staffing plan for each year, review of the student code of conduct, and other required matters.
- Other important local items.

The orientation program should be designed as a series of meetings that allow participants to assimilate information in an orderly and systematic fashion that avoids overloading participants with too much information at any one session.

Accomplishment of this recommendation should lead to the establishment of a board development program. Such a program can be developed in conjunction with the WVSBA and NSBA.

This recommendation should be accomplished prior to the next election and swearing-in of any new board member(s).

FISCAL IMPACT

This recommendation can be implemented with existing resources and at no additional cost. It is estimated that the superintendent, Board President, superintendent's secretary, and the Leadership Team can accomplish the development of the orientation program in approximately six hours, and that the BOE can review and approve the program within the span of two board meetings.

FINDING

The district has the necessary board room hardware and supporting software system to fully implement a paperless agenda development, distribution, meeting proceedings, and subsequent minutes preparation and distribution; however, not all BOE members have adapted to this system. This results in producing paper agendas and related documents, creating additional work for office staff, thus reducing their performance efficiency.

The district has equipped the board with laptop computers, appropriate meeting room projector and screen, and other needed materials to fully implement a paperless meeting. However, using paperless mediums is a newer, highly efficient method for preparing for and conducting meetings once all participants are appropriately trained and given the opportunity to practice using the system.

A school system that has fully implemented such an economical, best practices system is Marion County Public Schools, Ocala, Florida.

RECOMMENDATION 1-5:

Implement the full use of the electronic board agenda and supporting information at regular board meetings.

Implementing this recommended action should contribute to improving the efficiency of the office staff and reduce the amount of paper used for meeting preparation and reporting.

The superintendent should ensure that all submissions of supporting documents for meeting agendas are in a scanned electronic format with signature hardcopies provided only when required as a result of BOE actions.

Providing hardcopy information at the request of a member of the public can be expedited because all documents should be in an electronic format.

This recommendation should be implemented upon the training of all board members.

FISCAL IMPACT

Some savings can be obtained by reducing the amount of paper consumed. Savings is estimated minimally at \$35 by eliminating approximately 10 reams of paper at an estimated cost of \$3.50 per ream; if laser paper is utilized then the savings is doubled. The five-year savings is estimated at \$175.

The amount of time eliminated from the staff preparation of meeting materials cannot be estimated without a time/motion study.

RECOMMENDATION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Reduce Use of Paper for BOE Meetings	\$35	\$35	\$35	\$35	\$35

FINDING

The BOE meeting agendas and supporting data are stored in a locked file cabinet; however, the cabinet is not disaster-rated and could result in the loss of important information.

Additionally, valuable records throughout the various departments are likewise stored in spaces that are not disaster-rated and could be destroyed by fire, water, or other occurrences.

While recent BOE agendas and meeting proceedings are also maintained in an electronic format and on a server, this does not include all supporting data and information, such as contracts. Furthermore, old meeting minutes, books of historical and other potential value are not protected.

Best practices suggest that all important documents be protected either through conversion to an electronic format and remotely stored or by providing protected storage onsite.

RECOMMENDATION 1-6:

Provide for secured, disaster protected records storage for records of board actions, personnel records, and other permanent records.

This recommendation can be accomplished through a combination of options. These options should include the following:

- Converting a storage room in the existing district office building for protected storage, which has a high-cost factor;
- Purchasing and installing fire rated cabinets and installing them in general proximity to current records; or
- Renting off-site protected storage which does not provide protection for current documents.

Of the suggested options the most economical for BOE records should be the purchasing of re-locatable fire rated cabinets. Current quantity of documents and files shows a need for at least three four-drawer lateral cabinets or the equivalent in storage space.

Implementing this recommendation should preserve important BOE records in the event of a significant disaster.

FISCAL IMPACT

This recommendation can be accomplished by purchasing approximately three four-drawer lateral cabinets from a reputable office supply company. The one-time cost for purchase and delivery of these cabinets could be approximately \$3,500 per unit for a total one-time cost of \$10,500.

RECOMMENDATION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Purchase Security Cabinets	(\$10,500)	-0-	-0-	-0-	-0-

1.2 Policies and Procedures

Policy and administrative regulation development constitutes the means by which an organization can communicate expectations to its constituents, ensure internal consistency of practice, and establish limits for executive authority as provided by law. Policy and procedures, therefore, reveal the philosophy and position of the BOE and should be stated clearly to provide for executive or staff direction.

The official copy of the official HCS policy manual is located in the assistant superintendent for human resources and policy office and is online at the district website.

The policies have been codified using a numerical system with updates developed internally by district staff. The policy and procedures manual is organized as reflected in **Exhibit 1-7**. Board policies and regulations include dates for issue, revision, or implementation.

**EXHIBIT 1- 7
HARRISON COUNTY BOARD OF EDUCATION
ORGANIZATION OF POLICY HANDBOOK**

SERIES	SECTION TITLES	POLICY CODES
1000	School District Organization & Operation	1101 - 1204
2000	Finance & Facilities	2101 - 2305
3000	Personnel	3101 - 3502
4000	Students	4101 - 4602
5000	Instructional Programs	5101 - 5601
6000	Community Relations	6101 - 6303

Source: HCS Board of Education policy manual, September 2011.

FINDING

The district has developed a Policy and Administrative Regulations Guide that is comprehensive in content and provided to each student at the beginning of each school year.

The 142-page booklet contains a cover page that is signed by both student and parent or guardian to signify receipt of the guide. This is followed by a letter from the superintendent and a complete table of contents with page numbers noted.

The cover of the booklet is attractive and all contents present information that should be of value to students and parents or guardians.

COMMENDATION 1-D:

Harrison County Schools has a comprehensive Policy and Administrative Regulations Guide.

FINDING

The Policy and Administrative Regulations Guide that is comprehensive in contents and provided in hardcopy to each student at the beginning of each school year is not on the district's website, thus costing the district for hardcopy production for students.

The district printed the 2011-12 editions at a cost of \$15,650 or an estimated cost of \$1.23 per booklet.

RECOMMENDATION 1-7:

Place the comprehensive Policy and Administrative Regulations Guide on the website and require students and parents to download and affix their signatures to the cover sheet affirming receipt and return it to their respective schools (provide booklets for students/parents without web access).

Implementing this recommendation should have several benefits for the district and staff including:

- Reducing the cost for printing approximately 75 percent of the copies annually or an estimated reduction in 9,500 booklets.
- Permitting important revisions to be inserted when regulations or conditions require such edits.
- Reducing the amount of time teachers and school-level administrators devote to distribution of the booklets.
- Providing access to important rules and regulations to the entire Harrison County population should they desire to obtain the information.

The district can print copies for distribution to those students with families that do not have access to a computer, a printer, and the website.

FISCAL IMPACT

This recommendation can save the district the cost of producing a large number of booklets. It is estimated that the first year the printing of booklets could be reduced by 30 percent (3,900 booklets) resulting in first year savings of \$4,797. Each year another 15 percent or additional \$2,398 could be saved by not printing an additional 1,450 booklets, so that by the fifth year only an estimated 25 percent of the booklets need to be printed, resulting in a potential five-year savings of \$44,276.

RECOMMENDATION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Eliminate Policy and Administrative Regulations Guide Printing Costs	\$4,797	\$7,195	\$8,978	\$10,761	\$12,544

FINDING

The HCS policy and procedures manual contains 67 provisions which were adopted and/or last reviewed and revised prior to 2007, thus presenting the possibility that some important provisions may be out-of-date or unnecessary. Additionally, BOE operational policies are incorporated in the series for School District Organization and Operation rather than in a separate series, as is the general practice.

Consultants reviewed a total of 97 policies and found two-thirds have not been reviewed and revised since before 2007. **Exhibit 1-8** shows the number of policies reviewed by consultants and the dates of the last revision or adoption. As can be seen, the largest number of policies in the oldest category are related to personnel matters.

**EXHIBIT 1- 8
HARRISON COUNTY BOARD OF EDUCATION
POLICY REVIEW STATUS**

SERIES	SECTION TITLES	NUMBER OF POLICIES REVISED					
		2006 & PRIOR YEARS	2007	2008	2009	2010	2011
1000*	School District Organization & Operation	4	2	0	1	0	1
2000	Finance & Facilities	15	0	0	2	2	0
3000	Personnel	23	1	2	2	3	2
4000	Students	9	0	1	2	0	6
5000	Instructional Programs	12	0	1	1	0	0
2419**	Special Education					All	
6000	Community Relations	4	0	0	0	0	1
Totals		67	3	4	8	5	10

Source: HCS Board of Education policy manual, September 2011.

* 1204 includes School Board Operations

** 2419 contains the revised (2010) WVDE regulations for special education.

It is notable that State Board of Education policies are adopted by reference for special education and no local provisions have been adopted. Policies related to local BOE operations are included in the 1000 series as 1200s.

While the policy manual has various provisions requiring annual or periodic review and revision as necessary, there is no overall schedule to guide the systematic review of each series. Additionally, the policy document does not contain a detailed subject matter index but does provide a table of contents for each of the series sections.

Some school districts, as an aid to locating important procedural documents, have included hyperlinks to those manuals or documents. The current manual does not utilize this technology.

RECOMMENDATION 1-8:

Update and reorganize the Board of Education policy manual, adopting an annual revision schedule, adding a separate series section for Board of Education Operations, including a comprehensive subject matter index system, and providing hyperlinks to important referenced documents.

Implementation of this recommendation can be delayed until other more critical organizational and fiscal issues are resolved. However, implementation coordination should reside with the proposed Policy and Planning Committee with support from key central office staff and administration, and coordination from the assistant superintendent for human resources and policy.

Updating the policies should be scheduled as soon as the BOE, on a recommendation from the superintendent, can reasonably schedule the time needed for a thoughtful and thorough review of each policy.

It is suggested that the proposed Policy and Planning Committee review and prioritize the chapters for updating. Once the entire manual is reviewed and a separate series added for board operations, each series and related provisions can be appropriately revised.

As the policy review process continues, key policy questions should be raised. **Exhibit 1-9** provides a series of important policy review questions.

**EXHIBIT 1-9
KEY POLICY QUESTIONS**

Answer each question with a “Yes,” “No,” or “In Part”	
1	Are all of your policies written and maintained in such a manner that they are accessible, current, and understandable?
2	Do your policies define the roles and relationships of the Board and staff?
3	Are most routine matters covered in policy so the Board will not have to spend time on issues such as student travel, use of facilities, and student absences?
4	Are copies of the policy manual readily available to the staff and community and placed on the District’s website?
5	Do Board members confine themselves to policymaking and policy implementation?
6	Does the policy manual contain a mission statement that provides the philosophical cornerstone for every action of the district?
7	Do your policies provide for equal opportunity in education?
8	Do your policies provide for the timely and orderly handling of complaints and grievances?
9	Does the Board have rules that govern its own procedures?
10	Are all groups who will be affected by a new policy systematically approached for their opinions and contributions?
11	Is there a Board policy that requires the orderly and timely evaluation and review for all Board policies?
12	Do you, as a Board member, actively support all Board-adopted policies even though you may not personally agree with them?
13	Have you read and do you thoroughly understand all your policies?
14	Do you complete your homework as a Board member by keeping up with current trends and issues that may affect your policies?

Source: MGT of America, Inc., 2011.

Once reviewed and revised each series of policies can be indexed to facilitate searches for needed information. Additionally, hyperlinks can be inserted to ensure an efficient and easy access to referenced documents. These documents should include all plans, code of student conduct, special education regulations, facilities priorities, the budget, and other important documents.

FISCAL IMPACT

This recommendation can be accomplished at no additional cost to the district; however, the amount of time for the process is considerable and cannot be estimated. The board, when fiscal resources become available, may wish to contract the process out to a reputable firm. At the current time, the cost of such a contract could range from \$25,000 to \$35,000, depending on an in-depth analysis of the currency of existing policy provisions. MGT’s recommendation is to implement this recommendation using internal district staff.

FINDING

The use of the social media, such as Facebook and other web-based communications, has become a standard for both students and adults. The lack of a policy governing student and employee use of these media leaves the BOE and district open to potential litigation and criticism for purported improper usage, including bullying.

MGT consultants received numerous comments from interviews, survey responses, and forum participants asserting that the social media communications by students and personnel of the district are not regulated or guided by policy or procedures.

Districts throughout the United States are beginning to address this serious communications issue by adopting controlling policies and procedures to guide employees and students in such a manner as to assist in ensuring that they do not violate ethical or legal considerations.

The WVDE is expected to provide each school district with specific guidelines for the development and adoption of a policy on bullying. The district has not yet developed any options for such a required policy.

RECOMMENDATION 1-9:

Develop and adopt social media policies and procedures governing students and employees, and ensure that a bullying policy is adopted as soon as the state policy (expected in September 2011) is received.

Implementation of this recommendation should result in the assistant superintendent for human resources and policy and the administrative assistant for safety and discipline to immediately begin researching potential policy provisions and presenting them to the SLT for review, revision, and presentation to the BOE.

Exhibit 1-10 shows a sample social media policy used by Roanoke County Schools, Virginia.

**EXHIBIT 1-10
SAMPLE SOCIAL MEDIA USE POLICY
ROANOKE COUNTY, VIRGINIA**

PURPOSE

To address the fast-changing landscape of the Internet and the way residents communicate and obtain information online, county Departments may consider participating in social media formats to reach a broader audience. Roanoke County encourages the use of Social Media to further the goals of the County and the missions of its departments where appropriate.

The Board of Supervisors and the County Administrator have an overriding interest and expectation in deciding who may "speak" and what is "spoken" on behalf of Roanoke County on social media sites. This policy establishes guidelines for the use of social media.

Roanoke County's Technology Governance committee shall approve what Social Media outlets may be suitable for use by the County and its departments. The Web 2.0 Working Group shall serve to educate departments on how to best use various Social Media outlets to achieve their goals.

POLICY

A. All official Roanoke County presences on social media sites or services are considered an extension of the County's information networks and are governed by the Electronic Media Usage Policy contained in the Roanoke County Employee Handbook.

B. The County Administrator will review department requests to use social media sites and may delegate this review function to the Web 2.0 Working Group and the Director of Public Information.

C. The Web 2.0 Working Group will advocate using Social Media to help departments reach their stated goals by assisting departments in developing appropriate uses for social media, assisting the selecting of appropriate social media outlets and helping departments define a strategy for engagement using Social Media.

D. Departments that use social media are responsible for complying with applicable federal, state, and county laws, regulations, and policies. This includes adherence to established laws and policies regarding copyright, records retention, Freedom of Information Act (FOIA), First Amendment, privacy laws and information security policies established by Roanoke County.

E. Wherever possible, links to more information should direct users back to the County's official website for more information, forms, documents or online services necessary to conduct business with Roanoke County.

F. Employees representing the County government via Social Media outlets must conduct themselves at all times as representatives of Roanoke County. Employees that fail to conduct themselves in an appropriate manner shall be subject to the Disciplinary Procedures outlined in the Roanoke County Employee Handbook and the Electronic Media Usage Policy.

G. The Public Information Office will monitor content on each of the Department social media sites to ensure adherence to the Social Media Policy for appropriate use, message and branding consistent with the goals of Roanoke County.

H. Violation of these standards may result in the removal of department pages from social media outlets. The Public Information Director retains the authority to remove information.

Source: Roanoke County, VA, website, 2011.

Additionally, the following 10 guidelines should be considered as the BOE and administration develop a social media policy:

1. Remind employees to familiarize themselves with the employment agreement and policies included in the employee handbook.
2. State that the policy applies to multi-media, social networking websites, blogs and wikis for both professional and personal use.
3. Internet postings should not disclose any information that is confidential or proprietary or to any third party that has disclosed information to the company/district.
4. If an employee comments on any aspect of the district's business they must clearly identify themselves as an employee and include a disclaimer.
5. The disclaimer should be something like "the views expressed are mine alone and do not necessarily reflect the views of (your organization's name)."
6. Internet postings should not include company logos or trademarks unless permission is asked for and granted.
7. Internet postings must respect copyright, privacy, fair use, financial disclosure, and other applicable laws.
8. Employees should neither claim nor imply that they are speaking on behalf of the district or the board.
9. District blogs, Facebook pages, Twitter accounts, etc., could require approval when the employee is posting about the district or the board.
10. The district reserves the rights to request certain subjects are avoided, certain posts are withdrawn, and inappropriate comments are removed.

Furthermore, the district should include clear statements that the following is prohibited and could result in disciplinary actions up to and including suspension, expulsion, or termination:

- Vulgar language.
- Personal attacks of any kind.
- Offensive comments that target or disparage any ethnic, racial, or religious group.
- Advocate illegal activity.
- Promote particular services, products, or political organizations.
- Use of personally identifiable medical information.

- Any personal medical information on Facebook or other social media pages.

A variety of similar guidelines can be obtained through an internet search. Selecting and refining existing policy should minimize the time necessary to preparing acceptable proposals for the board's consideration, revision, and approval.

FISCAL IMPACT

This recommendation can be accomplished at no additional cost to the district; however, activity could take up to six hours of administrative time, up to two hours of secretarial time, and at least two BOE meetings.

1.3 Legal Services

Legal services expenses for school districts have risen over the last several years due to a number of factors, including due process activity associated with disciplinary proceedings, issues related to special education students, risk management matters, land acquisition, and facility construction problems.

Primary legal services have been provided to HCS by two firms, including:

- Bowles Rice McDavid Graff, and Love, LLP of Charleston, WV (full service general counsel), and
- Steptoe and Johnson, LLC of Clarksburg, WV (general counsel)

Fees for services are consistent within generally accepted practice. The firm of Bowles Rice McDavid Graff, and Love, LLP provides services at a conservative rate of \$190 to \$300 per hour dependent on the experience of the attorney and from \$95 to \$150 per hour for legal assistant. Steptoe and Johnson, LLC, a local firm, bills at the rates of \$175 per hour for member attorneys, \$145 per hour for associates, and \$70 per hour for paralegals.

Additional outside counsel is occasionally required.

When principals or district personnel require legal services they are typically requested through the superintendent or one of the assistant superintendents, an acceptable process that provides appropriate accountability.

Attorneys do not attend BOE meetings unless requested, thus minimizing the cost for direct meeting expenses. Overall, expenses for legal services are within acceptable ranges and represent effective efforts to control legal costs.

FINDING

HCS utilizes the services of two law firms for a variety of necessary services; however, the board does not have current executed agreements for both firms.

The district has on file a February 2010 executed agreement with Bowles Rice McDavid Graff, and Love, LLP of Charleston, WV. The Steptoe and Johnson, LLC agreement on file with the district is also dated February 2010.

Both agreements contain the generally accepted provisions and provide the district with flexibility in securing services for any issue that may arise.

Interviews with board members, administrative personnel, and reviews of correspondence with the firms show that there is satisfaction with all legal services.

RECOMMENDATION 1-10:

Maintain current agreements for legal services.

Implementing this recommendation should result in maintaining current board-approved agreements for legal services on file.

If future agreements are developed with additional firms the agreements should address the following, as applicable:

- Retainer fees, if included and services provided.
- Scope of services, including specialties.
- Hourly fees for attorneys, differentiating among partners if fees differ.
- Hourly rates for paralegals and clerical services, if provided.
- Charges for travel, meals, lodging, supplies, etc.
- Availability of attorneys – via telephone, e-mail, etc.
- Duration of contract – typically up to three years.
- Evaluation of services.
- Termination of services.

FISCAL IMPACT

This recommendation can be implemented with existing resources and at no additional cost to the district. Administrative time could be less than two hours and approval a routine matter at a regular BOE meeting.

FINDING

While legal expenses appear to have been contained, the BOE has not formally evaluated legal services. Periodic assessment of legal services often provides valuable information regarding the status of legal activity and monitoring of expenses.

Best practices suggest that an evaluation of legal services should occur annually or every three years.

RECOMMENDATION 1-11:

Develop and implement a process for assessing legal services.

Implementation of this recommendation should result in the adoption of a policy and related procedures to govern the assessment of legal services. The policy could also address the procedures that should be used in the selection of legal counsel.

A review and evaluation of legal services should include a detailed examination of the type of legal work conducted, an assessment of the need for services, and an analysis of potential recommendations for reducing or controlling expenditures. Typically, a careful examination of the causes for special education hearings/litigation, personnel actions, and expenditures in the areas of risk management and labor relations are beneficial.

The evaluation of legal services could be scheduled annually or every three years, as determined by the board; however, the policy development and initial assessment should occur with the revision of the current policy and procedures manual.

FISCAL IMPACT

The recommendation can be implemented with existing resources and at no additional cost to the district. Time involved will vary dependent upon the complexity of the evaluation instrument and the reviews.

1.4 Organization and Management

The organizational structure and management of a public school district, regardless of enrollment and geographical area, are key factors in determining the district's ability to meet its goals and to operate in an effective and efficient manner. An effective organizational structure systematically arranges the functional areas of the system in a manner that supports the district's mission and related goals. A successful school district has the capacity to alter its structure to meet the changing needs of its customers. The more the culture of an organization restricts this response, the less likely the organization will meet client requirements and experience success.

Section 1.4 reviews the HCS organization, decision-making, management, planning and accountability, public information, and school management functions.

1.4.1 District Organization

The development and maintenance of an effective organizational structure for a school district is a formidable task. Fundamentally, an organizational structure is a support system designed to facilitate the primary mission of the agency and sustain efforts to accomplish its goals. To the extent that the mission of the school district does not drive its organizational structure, the support system is weakened and, consequently, the organization's ability to accomplish its primary mission is compromised.

Smaller school districts are often bureaucratic and subject to inertia created by tradition and size. Little organizational analysis is performed and the school district continues, in large part, to resemble its predecessors. To maintain effectiveness, school districts must continue to focus their energies on the needs of their students and constantly adapt the organization to serve those needs.

The executive and administrative functions of HCS are managed through a system that is organized into line and staff relationships that define official spans of authority and communication channels. However, because of limited resources, the administration and staff are required to perform numerous unrelated functions that in larger organizations would be distributed among organized and individually administered departments.

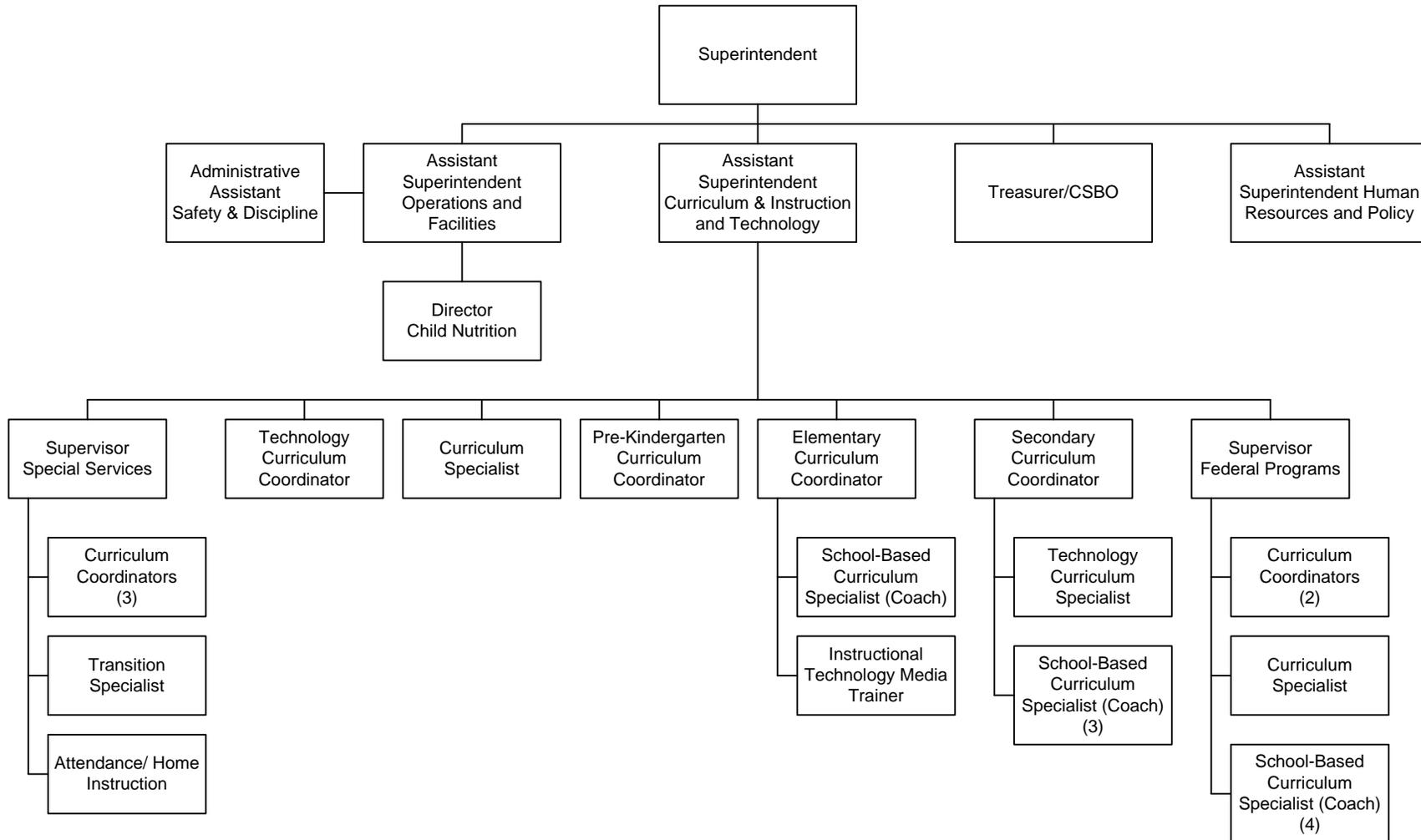
Exhibit 1-11 shows the current organizational patterns as provided by the district; however, it does not depict all of the cross-departmental relationships that exist. An explanation of these variations is reported in other chapters of this report.

HCS is a relatively traditional organization. The organization includes four direct administrative reports to the superintendent including: assistant superintendent for operations and facilities; assistant superintendent for curriculum and instruction and technology; assistant superintendents for human resources and policy; and treasurer/CSBO.

The exhibit displays the following:

- The superintendent has four direct reports.
- A total of nine district level administrators in assistant superintendent, administrative assistant, supervisor, treasurer/CSBO, and director positions.
- Twenty-three other positions, some of which are school-based and some of which are funded in part or whole by federal program funds.

**EXHIBIT 1-11
HARRISON COUNTY SCHOOLS DISTRICT ORGANIZATION
2010-11**

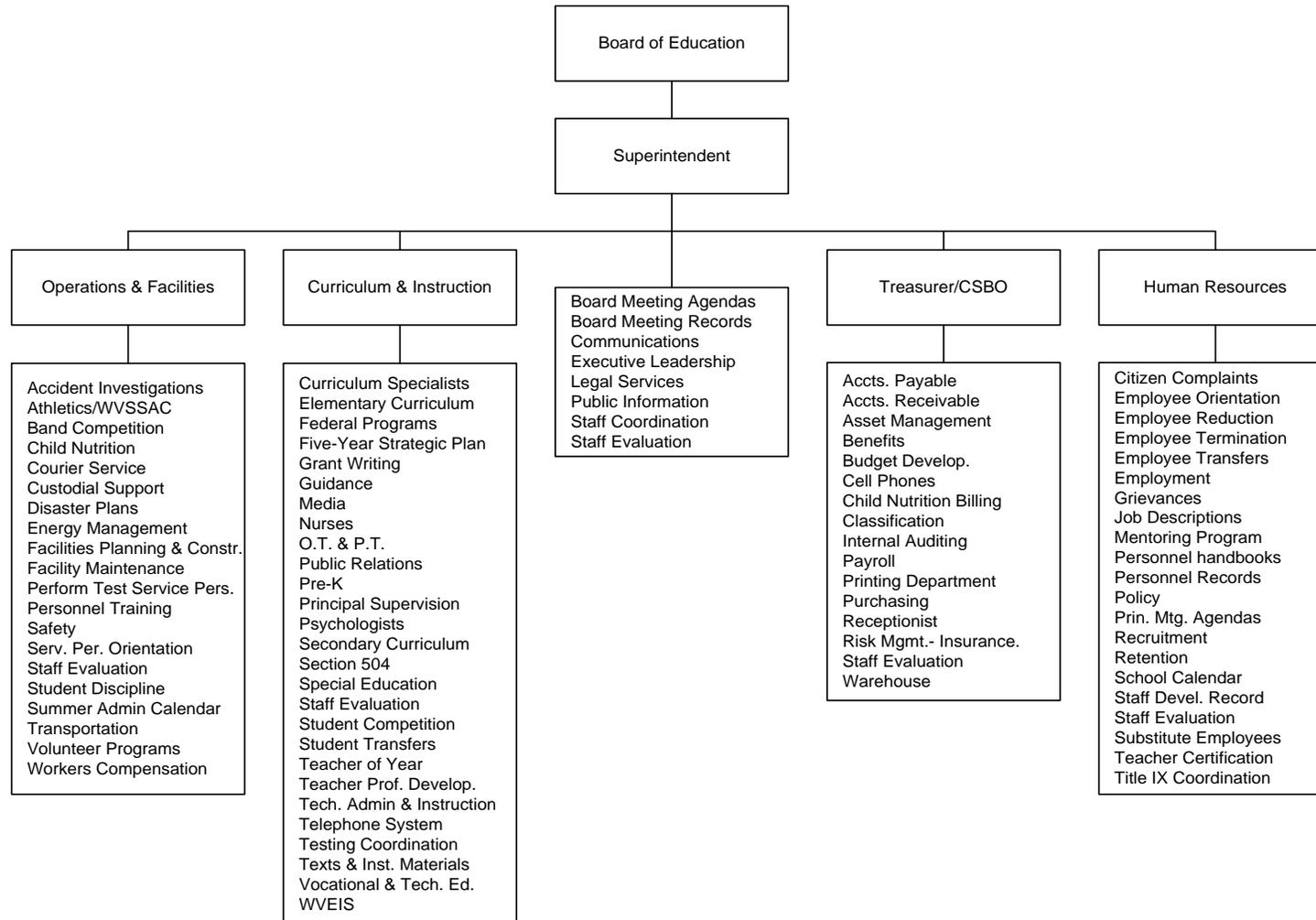


Source: Provided by HCS, August 2011.

Exhibit 1-12 shows the distribution of functions among the major divisions of the district. As can be seen a number of functions are assigned to divisions but do not directly related to the primary areas of responsibility for that organizational unit. These include the following:

- In the operations and facilities division – child nutrition, service personnel performance testing, student discipline, volunteer programs, and under some circumstances, workers’ compensation.
- In the curriculum and instruction and technology division - all technology including WVEIS, public relations, teacher recognition, and the telephone system.
- In the treasurer/CSBO division – cell phones, employee classification, receptionist for the district, and only the child nutrition billing services.
- In the human resources division – Title IX coordination and the absence of some other employment related matters.

**EXHIBIT 1-12
HARRISON COUNTY SCHOOLS
CURRENT FUNCNATIONAL ASSIGNMENTS
AUGUST 2011**



Source: July 2011 HCS organizational charts and interviews, August 2011.

FINDING

The current organizational structure of HCS includes a total of four direct reports to the superintendent. The superintendent recently reorganized the curriculum and instructions function to include supervision of all principals. The assignment of some functions to the various divisions tends to fragment and complicate the work of the administrator responsible for each of the divisions.

The consultant team members encountered the following issues:

- Title IX management is assigned to human resources when typically it is a function of either curriculum and instruction or athletics.
- Child nutrition programs are enterprise programs with clear relationship to fiscal responsibility for the district, but are assigned to operations and facilities.
- Human resources functions typically include the majority of personnel related matters including screening for employment, classification, and other related matters including district reception; however, in HCS, benefits are assigned to the treasurer/CSBO.
- An operations function would normally handle telephones, but not have responsibility for child nutrition.
- Student discipline matters would normally be assigned within a student services unit or a subunit of curriculum and instruction.
- Public relations, within the curriculum and instruction function in HCS, are normally assigned to the superintendent's office.

While the consultants understand the assignment of many of these functional responsibilities, we believe that some adjustments will benefit the overall efficiency of the organization.

In concert with HCS administration, MGT consultants selected two West Virginia school districts for peer comparisons including:

- Cabell County Schools. The superintendent reports to the Board of Education. The superintendent oversees five divisions: school improvement (includes special education, title i, curriculum and assessment, student services, and vocational education); school leadership development and administrative services (includes elementary education, secondary education, professional personnel, service personnel, and computer information services); operations (includes food services, technology, transportation, and buildings and grounds); school finance (includes school safety); and communications.
- Raleigh County School District. The superintendent reports to the Board of Education. The superintendent oversees 12 departments: child nutrition, federal programs, health services, instructional technology, insurance,

professional development, pupil services, purchasing, safety and loss control, special education, technology, transportation, and wellness.

Exhibit 1-13 displays HCS and peer total enrollment and attendance from 2008-09 through the 2010-11 academic years.

- From 2008-09 to 2010-11, HCS enrollment decreased by 64 students, or approximately .57 percent, compared to a peer average growth of 56 students, or approximately .47 percent. Cabell and Raleigh grew by 1.4 percent and .45 percent, respectively. HCS has consistently had higher attendance rates than both peer districts.
- HCS was the smallest district among the comparison districts in the 2008-09 to 2010-11 academic years. Although HCS is the smallest school district among the comparison districts, HCS is consistently above the average peer district attendance rate. The districts are comparable in enrollment and attendance rates.

**EXHIBIT 1-13
HARRISON COUNTY SCHOOLS AND PEER DISTRICTS
ENROLLMENTS AND ATTENDANCE RATES
2008-09 THROUGH 2010-11 SCHOOL YEARS**

DISTRICT	2008-09		2009-10		2010-11	
	Enrollment	Attendance	Enrollment	Attendance	Enrollment	Attendance
Harrison County	11,192	96.9%	11,196	96.7%	11,128	96.7%
Cabell County	12,522	96.0%	12,553	95.8%	12,698	95.8%
Raleigh County	12,316	96.2%	12,340	96.0%	12,372	96.0%
Peer Average	12,010	96.4%	12,030	96.2%	12,066	96.2%

Source: West Virginia Department of Education website, 2011.

Exhibit 1-14 displays the pupil-to-staff ratios for HCS and the peer districts for the 2008-09 school year. HCS's pupil-to-teacher ratio, 15.3 to 1, was above the peer average, 14.8 to 1, by .5 students. This means that the "average" HCS teacher had slightly larger class sizes than the "average" teacher in the peer districts. However, HCS administrative staff supported fewer pupils (134.6) than the peer average (139.6), which may indicate that HCS dedicated more positions to professional support and central administrative staff, relative to its size, than the peer districts.

**EXHIBIT 1-14
HARRISON COUNTY SCHOOLS AND PEER DISTRICTS
TEACHER AND ADMINISTRATOR RATIO TO STUDENTS
2008-09**

DISTRICT	TEACHER RATIO	ADMINISTRATOR RATIO
Harrison County	15.3	134.6
Cabell County	14.3	156.3
Raleigh County	14.9	127.9
Peer Average	14.8	139.6

Source: West Virginia Department of Education website, 2011.
Note: Data extracted for 2008-09 because that is the last year data was available on the West Virginia Department of Education website.

Exhibit 1-15 shows the number of professional personnel employed by HCS and the peer districts for the 2009-10 school year. Each district had one superintendent; HCS had one less assistant superintendent than the peer average. HCS had a lower number (23) of principals than the peer average (26), but had a higher number of assistant principals (18.5) than the peer average (14.8). HCS had more curriculum specialists and fewer remedial specialists than the peer district averages.

**EXHIBIT 1-15
HARRISON COUNTY SCHOOLS AND PEER DISTRICTS
PROFESSIONAL PERSONNEL
2009- 2010**

DISTRICT	SUPERINTENDENT	ASSISTANT/ ASSOCIATE SUPERINTENDENT	PRINCIPAL	ASSISTANT PRINCIPAL	CURRICULUM SPECIALIST	REMEDIAL SPECIALIST
Harrison County	1	1	23	18.5	13.0	33.3
Cabell County	1	3	27	12.0	6.5	37.0
Raleigh County	1	2	29	14.0	14.0	47.5
Peer Average	1	2	26	14.8	11.1	39.25

Source: West Virginia Education Information System, 2011.
Note: Data extracted for 2008-09 because that is the last year data was available on the West Virginia Department of Education Website.

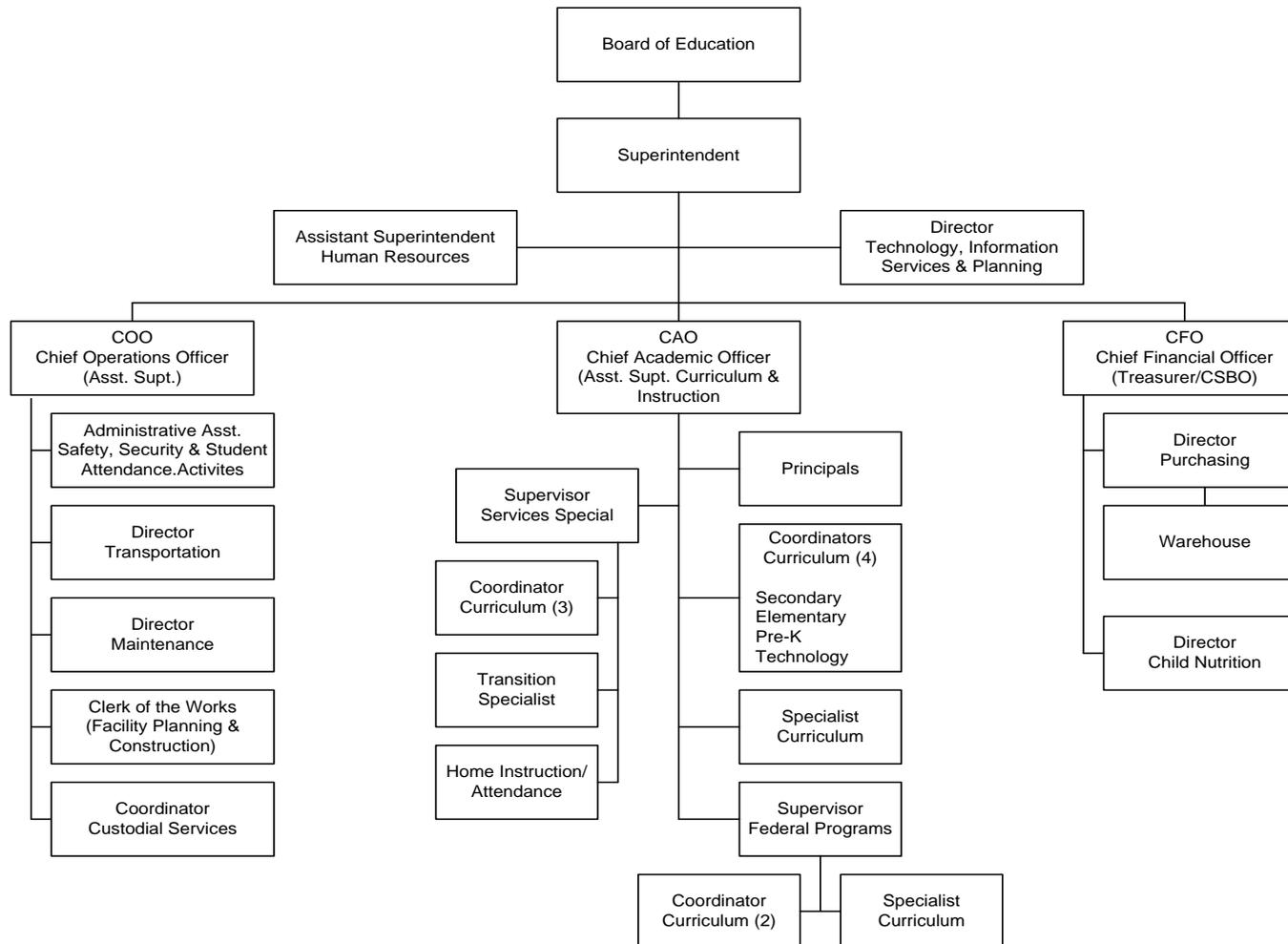
RECOMMENDATION 1-12:

Reorganize the central office administration of HCS.

Reorganization of the HCS Central Office administration should result in the realignment of essential and related functions, increase the number of direct reports to the superintendent to five, and reduce the span of control for the assistant superintendent for curriculum and instruction and technology.

The proposed reorganization plan shown in **Exhibit 1-16** increases the number of direct reports to the superintendent from the current four positions to a manageable five positions by assigning technology and information services to a director of technology information services, and planning, to report to the superintendent. While the supervision of principals remains with the assistant superintendent for curriculum and instruction, each of the other Superintendent's Leadership Team (SLT) members has responsibility for supporting the coordination of school-level administration in their respective functional areas of responsibility.

**EXHIBIT 1-16
HARRISON COUNTY SCHOOLS
PROPOSED ORGANIZATION
SEPTEMBER 2011**

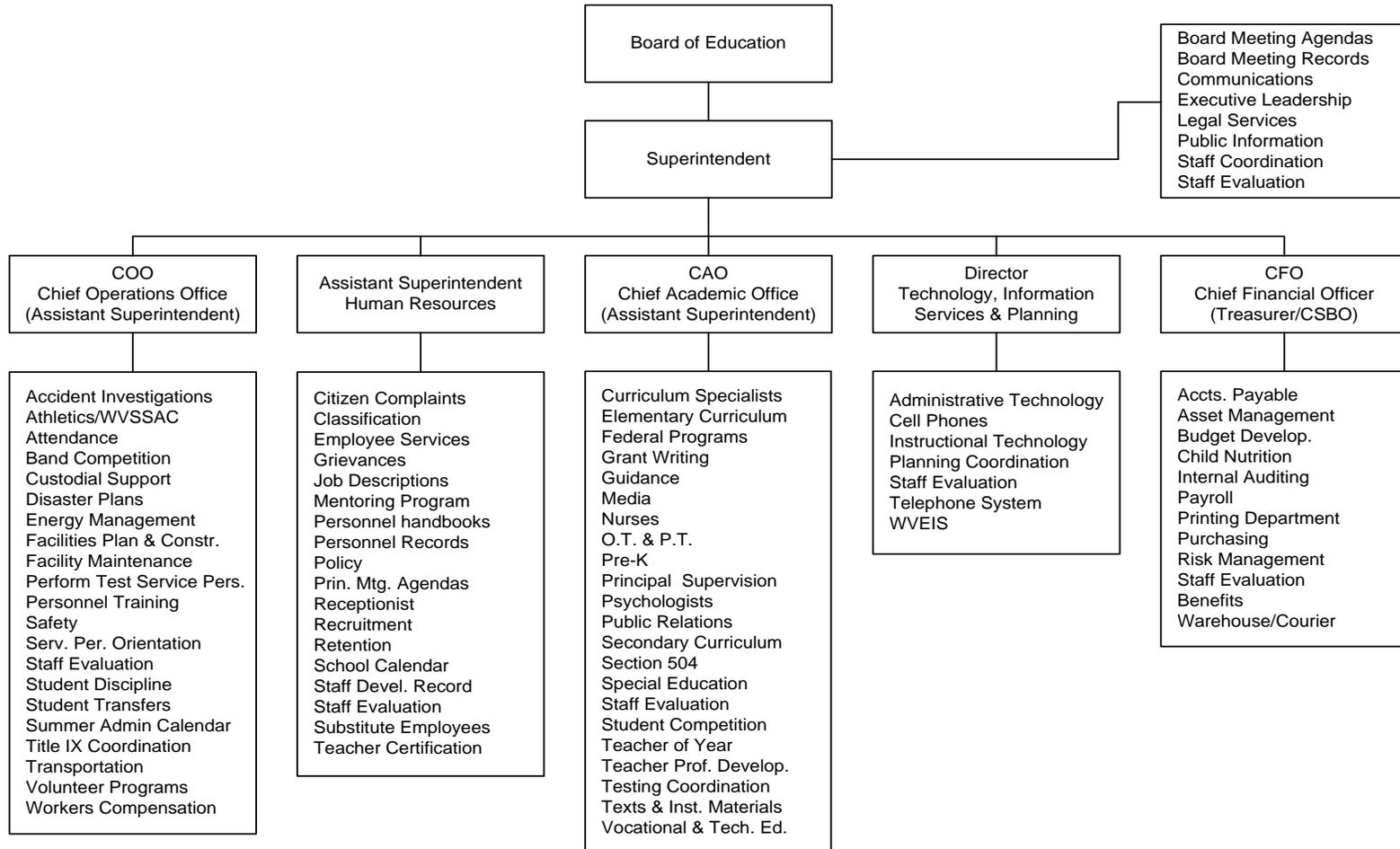


Source: Created by MGT of America, Inc., September 2011.

Overall, this recommendation should result in the following:

- Re-title the technology coordinator as the director of technology, information services, and planning, and assign as a direct report to the superintendent, placing this position as a direct report to the superintendent establishes technology and planning coordination as a major function for district operations and with full coordination from the proposed Superintendent's Leadership Team (SLT). **Recommendation 1-13** discusses the reorganization of the SLT (see **Chapter 7.0** for a description of Technology Management).
- Re-title the assistant superintendent for curriculum and instruction and technology as the chief academic officer (CAO) (see **Chapter 8.0** for a description of Educational Service Delivery).
- Eliminate "policy" from the assistant superintendent for human resources and policy title (see **Chapter 2.0** for a discussion of the Human Resources Division).
- Continue the treasurer/CSBO as a direct report to the superintendent and re-title the position as chief financial officer (CFO) (see **Chapter 3.0** for a detailed description of CFO responsibilities).
- Re-title the assistant superintendent for operations and facilities as the chief operations officer (COO) (see **Chapters 4.0, 5.0, and 6.0** for division discussions).
- Assign all child nutrition functions to the CFO (treasurer/CSBO) and place the warehouse operation reporting to the director of purchasing.
- These and the reassignment of other functions among the divisions are shown in **Exhibit 1-17**.

**EXHIBIT 1-17
HARRISON COUNTY SCHOOLS
PROPOSED FUNCTIONAL ASSIGNMENTS
SEPTEMBER 2011**



Source: Created by MGT of America, Inc., September 2011.

FISCAL IMPACT

The recommendation can be implemented with existing resources and at no additional cost to the district. Cost associated with the reorganization of technology leadership is reported in **Chapter 7.0**.

1.4.2 Decision-Making and Internal Communications

The superintendent is employed through a properly constructed and executed contract with the HCS BOE. The superintendent leads and manages the district through a leadership team composed of six central office administrators plus other participants as the situation may require. The team members include the assistant superintendent for curriculum and instruction and technology, assistant superintendent for human resources and policy, assistant superintendent for operations and facilities, treasurer/CSBO, supervisor of federal programs, and the supervisor of special services. The team meets as needed by the superintendent, who typically meets with the various divisions and departments as situations require.

FINDING

The current Superintendent's Leadership Team (SLT) does not meet on a regularly scheduled basis, resulting in the lack of full and consistent involvement of all executive direct reports and ease of inter- and intra-division and departmental coordination.

The proposed reorganization plan (**Recommendation 1-12**) provides the superintendent with an opportunity to reorganize the Leadership team to include the following positions:

- Assistant Superintendent for Human Resources
- Chief Operations Officer
- Chief Academic Officer
- Chief Financial Officer
- Director of Technology, Information Services, and Planning
- Principal representative

The SLT can assist the superintendent with focusing on essential, overall goals and objectives and assist with important community relations and information issues. A detailed description of the other primary tasks of the SLT follows the recommendation below.

RECOMMENDATION 1-13:

Reorganize the Superintendent's Leadership Team, defining the team's purpose and members' responsibilities, and establish a schedule for meetings.

With the implementation of the proposed organizational plan and realignment of functions, an SLT composed of the six positions noted in the finding should be developed. Including principal representation should enhance communications, build a group more fully representative of the major units and functions within the district, and ensure greater school-level input.

The superintendent and the SLT should perform the following functions:

- Coordinate strategic plan development through the proposed policy and planning committee of the board.
- Coordinate the work of all divisions.
- Ensure that preparations are completed for BOE meetings and work sessions.
- 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 district.
- Analyze and interpret data to ensure that decisions are based upon accurate and complete information.
- Ensure community involvement.
- Monitor internal communications to ensure effective dissemination of decisions and related information.
- Communicate the vision of the organization to all stakeholders.
- Guide program evaluation.
- Identify and participate in training designed to ensure that the team functions effectively.
- Evaluate and abandon obsolete or unproductive practices and programs.
- Maintain focus on continuous district and school improvement.
- Monitor the district’s organizational climate.
- 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 divisions/departments. Within the organizational plan, the team members would maintain effective, frequent communications (almost daily) to ensure consistency and effective monitoring of activities. The superintendent would continue to maintain daily communications with various administrators and hold them accountable for their actions and areas of responsibility.

The SLT should meet with a developed agenda on a regularly scheduled basis, perhaps two times monthly. This team should focus upon consensus building to achieve important goals and objectives. Decisions and activities of the SLT would be effectively communicated to impacted parties through copies of meeting activity and e-mails

requiring confirmation of receipt.

Effective planning, coordination, and implementation should be a primary SLT activity, and it should be ensured that all related planning processes and effective plan monitoring are ongoing processes.

FISCAL IMPACT

This recommendation can be implemented with existing resources at no additional cost to the district.

FINDING

Overall communications within HCS are informal except for memoranda and e-mail correspondence and there is no evidence of a formal internal communications plan.

While consultants did not identify broad areas of miscommunications, there was evidence of concern expressed in numerous interviews, at both central office and school-level. School-level administrative concerns have been remediated by the establishment of regular superintendent-principals meetings guided by a prepared agenda.

Implementing **Recommendation 1-13** should be an excellent step to begin to address the Central Office communication gaps.

A further complicating factor is the increase in the number of new employees due to increasing eligibility for retirement. The new generation of employees has been exposed to an exceptionally rich communications environment and holds higher expectations than does the older generation. This change in culture creates internal communications issues that need to be addresses.

RECOMMENDATION 1-14:

Develop and implement a structured internal communication plan utilizing technology and other necessary mediums.

Implementation of this recommendation should result in the following actions:

- Direct each person to check their e-mail and telephone voice mail daily to ensure that they receive important information and their voice mailboxes are cleared to accept messages.
- Create a district master calendar that contains all important dates, times, and locations of scheduled events, including routine meetings, training, and school-level activity that involves district-level or BOE participation. Placement on the website would be optimal, with access by HCS personnel only.
- Assign the coordination of the district electronic master calendar to the Superintendent's Office.

- Systematically hold personnel accountable for assigned meetings and other obligations by requiring supervisors to verify that assignments are completed.
- The superintendent should meet at least twice each month with the SLT, and more often if necessary to prepare for board activity. These meetings should be guided by prepared agendas with an action report created and distributed to all administrative personnel and posted electronically for other HCS personnel.
- Eliminate the posting of small signs on central office bulletin boards and in the elevator to remind staff of due dates for board agenda items. The published calendar and SLT activity should suffice rather than having office staff post such notices.
- Hold SLT members accountable for on-time reporting.

FISCAL IMPACT

This recommendation can be implemented with existing resources and at no additional cost to the district since the district has access to an electronic web-based calendar. The production of the weekly staff meeting agenda can be delegated to a staff member, and the superintendent's secretary can take action minutes and distribute them via e-mail. All of this can be executed at no additional cost and with the organized time of staff-assigned specific responsibilities.

FINDING

The superintendent, assistant superintendents, and other administrators spend increasing amounts of time processing e-mail, resulting in reduced time to effectively carry out other responsibilities.

None of these administrators delegate the opening and processing of e-mail and, consequently, spend an hour or more each day on this task. If administrators are unable to fully delegate the opening of e-mail to a support staff member, then other alternatives should be examined.

One preferred recommendation is to establish a second, private, and confidential e-mail address that is provided only to a carefully selected group of persons. The administrator can then have sole access to this account while a secretary can process all other e-mails, obtaining input from the administrator as needed.

RECOMMENDATION 1-15:

Assign a second, confidential, e-mail address to the superintendent and key administrators, and have their assigned secretarial staff (delegate) process routine e-mails received through the regular district e-mail address.

Implementation of this recommendation should result in assigning responsibility for opening and processing the superintendent's and key administrator's regular e-mail by their respective support staff.

Additionally, each administrator should acquire a second e-mail address to provide only to those who must communicate directly with them. Such persons could include BOE members, other team members, direct reports, and other selected persons. This action should increase the efficient use of administrative time while maintaining communications with selected persons.

FISCAL IMPACT

This recommendation can be accomplished at no additional cost to the district by using the current e-mail system and assigning the second encoded address.

1.4.3 Planning and Accountability

Among the characteristics that define effective organizations is the ability to not simply do things right, but to do the right things. Determining the right things is a product of effective planning. A good planning process needs to be embedded in the operation of the organization and understood by all employees.

Strategic planning is a proactive process for envisioning the future and developing the necessary strategic actions to bring that vision to fruition. In essence, a good strategic plan serves as a map for an organization's members to guide actions towards meeting organizational goals. In addition, planning moves organizations from reactionary to proactive modes by connecting goals, strategies, performance measures, and action plans to an overall resource allocation process. Organizations that link these elements through the planning process are more likely to achieve identified goals and enhance their overall organizational effectiveness.

Exhibit 1-18 references the work by Locke and Latham, two of the top researchers in the area of goal setting and the motivation of staff to accomplish goals.

**EXHIBIT 1-18
LOCKE AND LATHAM: GOAL SETTING**

Dr. Edwin Locke's pioneered research on goal setting and motivation in the late 1960s. In his 1968 article "Toward a Theory of Task Motivation and Incentives," he stated that employees were motivated by clear goals and appropriate feedback. Locke went on to say that working toward a goal provided a major source of motivation to actually reach the goal – which, in turn, improved performance. Locke's research showed that there was a relationship between how difficult and specific a goal was and people's performance of a task. He found that specific and difficult goals led to better task performance than vague or easy goals.

SMART Goals:

A useful way of making goals more powerful is to use the SMART mnemonic. While there are plenty of variants, SMART usually stands for:

S Specific, **M** Measurable, **A** Attainable, **R** Relevant, and **T** Time-bound **SMART**

Telling someone to "Try hard" or "Do your best" is less effective than "Try to get more than 80% correct" or "Concentrate on beating your best time." Likewise, having a goal that's too easy is not a motivating force. Hard goals are more motivating than easy goals, because it's much more of an accomplishment to achieve something that you have to work for. A few years after Locke published his article, another researcher, Dr Gary Latham, studied the effect of goal setting in the workplace. His results supported exactly what Locke had found, and the inseparable link between goal setting and workplace performance was formed.

In 1990, Locke and Latham published their seminal work, "A Theory of Goal Setting and Task Performance." In this book, they reinforced the need to set specific and difficult goals, and they outlined three other characteristics of successful goal setting.

Five Principles of Goal Setting

To motivate, goals must take into consideration the degree to which each of the following exists:

1. Clarity.
2. Challenge.
3. Commitment.
4. Feedback.
5. Task complexity.

Source: Mindtool.com website, Locke's Goal Setting Theory, 2008.

Organizational accountability is the means by which an organization assesses its performance. The accountability of a public school district is not defined by a single program, but should be embedded in the organization as a part of its culture. Typically, the accountability system for a school district is included as an integral part of the organization's strategic plan.

To be effective, an accountability system should not be simply imposed upon the organization. Staff must be knowledgeable about the goals of the organization and plans to achieve these goals. Staff should be informed that the objective of organizational accountability is to improve the performance of the school district and not to conduct individual performance appraisals.

An effective comprehensive accountability plan will assist the school district in determining who its customers are, how best to serve them, and how well these customers are satisfied with the school district's services.

FINDING

HCS does not have a coordinated, unified planning function.

Planning has been assigned to the assistant superintendent for curriculum and instruction and technology and occurs as required by West Virginia law and regulations.

The district has a County Five-Year Strategic Plan and Committee composed of 32 members representing a cross-section of HCS staff and parents. Additionally, the district has the 2011 PLC (Professional Learning Communities) Plan Components, and an updated 10-year Comprehensive Educational Facilities Plan (CEFP).

While plans are current, overall coordination that ensures a comprehensive district-wide needs assessment is incorporated into an overall planning document is lacking. Consequently, each of the state-required plans including the County Five-Year Strategic Plan stand alone, making it very difficult, if not impossible, to readily track the status of the district overall.

Best practices suggest that overall planning coordination is essential for effective monitoring of overall progress and the development of data needed to appropriately amend planning documents.

A planning coordination system that unifies all plans, ensuring that their components are linked to a series of established district priorities, is needed to effectively achieve objectives and accomplish established goals.

RECOMMENDATION 1-16:

Assign the overall coordination of planning and accountability to the proposed department of technology, information services, and planning, with routine review of progress by the Superintendent's Leadership Team.

Implementing this recommendation should include effective BOE support as well as internal coordination by the SLT.

The BOE, in **Recommendation 1-3**, should establish the proposed planning and policy committee and this committee can work with support from the SLT to remedy the unified planning issues and support implementation of proposed **Recommendation 1-16** relating to external communication planning as included in the State's Global 21 initiative.

Exhibit 1-19 lists two primary strategic planning models utilized by many school districts.

**EXHIBIT 1-19
STRATEGIC PLANNING MODELS**

MODEL 1	MODEL 2
<u>DISTRICT GOALS</u>	<u>DISTRICT GOALS</u>
1. District Plan Developed ↓	1. School Improvement Plans Developed ↓
2. Cluster or School Plans Developed (Correlate to District Plan) ↓	2. District Plan Developed (Correlate to Board Goals and School Plans)
3. School Improvement Plans Developed (Correlate to Board Goals Cluster &/or School Plans)	

Source: Created by MGT of America, Inc., August 2011.

The proposed planning and policy committee, guided by the superintendent, should immediately focus on the planning function. The process should be driven by the best data and information available. The proposed SLT should be held accountable for providing this data and information. Assigned staff should add value to HCS by:

- Supporting the current district strategic planning processes and ensuring that all plans correlate to the goals set by the BOE and the superintendent as well as the state’s Global 21 initiative, and unifies all other planning documents.
- Broadening research efforts for other departments and services within the district.
- Developing and conducting systematic evaluations of programs and services within the various curriculum and instruction and support areas.

FISCAL IMPACT

This recommendation could be accomplished with existing resources at no additional cost to the district; however, it will require a considerable and undetermined amount of time.

1.4.4 Public Information and Community Relations

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

Community involvement programs are essential for bringing financial resources and community support to schools and school districts. Involved schools and school districts 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. Creating and maintaining open lines of communication with parents and community members help build long-term public support for district efforts.

FINDING

Public information/relations responsibilities have been assigned to the assistant superintendent for curriculum and instruction and technology; however, the curriculum and instruction responsibilities along with supervising principals are inconsistent with developing and overseeing an effective public information/relations program.

Best practices normally recommend that a public information or community relations office be established and staffed under the superintendent's position or office. However, the limited resources available to HCS deny the district this opportunity. Consequently, the board can assume some responsibility for some community relations activity through the direction of the superintendent and consistent with an element incorporated in the proposed district's strategic planning documents.

RECOMMENDATION 1-17:

Develop a uniform structured public information program consistent with the state's Global 21 initiative and assign responsibility for coordination to the superintendent.

Implementation of this recommendation should result in each of the proposed SLT members assuming a portion of the initiatives related to this action.

Assuming the BOE establishes a standing planning and policy committee, as proposed in **Recommendation 1-3**, actual BOE support of a public information/relations program development and incorporation into planning documents can be expected. Current (September 2011) BOE work sessions on facilities needs and funding needs clearly suggests this is an appropriate support role.

The implementation of this recommendation should result in formalizing the communication program and include, minimally, the following:

- Developing an overall public information plan for the district and all schools as an outgrowth of the strategic plan as it is developed and as a part of the state's Global 21 initiative.
- Including a carefully designed strategy for BOE's involvement in community relations.
- Developing a broad-based district community support initiative.
- Ultimately establishing a direct support education foundation.
- 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.
- Serving as an information liaison among the schools, news media, and the community at large.
- Ensuring that photographs for press releases, brochures, and other materials to promote the district are taken.
- Coordinating public information strategy/techniques training delivery to school personnel when needed.
- Arranging for press conferences.
- Developing and coordinating the 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 activity.

FISCAL IMPACT

This recommendation could be implemented within existing resources at no additional cost to HCS until such time as the program is implemented. Cost for implementing a program cannot be estimated until the overall plan is developed.

1.4.5 School Management

To meet the requirements for 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.

HCS provides instructional programs to students in five high schools, five middle schools, 13 elementary schools, a technical center, and an alternative learning center. The 24 schools and centers are staffed with principal and assistant principal positions to carry out assigned administrative responsibilities.

FINDING

MGT has typically assessed the assignment of assistant principal positions based on industry standards driven by regional accrediting agencies. Best practices, as indicated by regional accreditation standards and consultant experience, typically dictate that elementary schools staff at a ratio of one assistant principal for every 500 to 600 students and one assistant principal for every 400 students at secondary schools.

Exhibit 1-20 shows the enrollment and assignment of assistant principals to schools and centers. As can be seen the district's assignment of assistant principal positions is within the suggested industry best practices range.

**EXHIBIT 1-20
SCHOOL ENROLLMENT AND ASSIGNMENT
OF ASSISTANT PRINCIPAL POSITIONS
2010-11**

SCHOOLS	ENROLLMENT	ASSISTANT PRINCIPAL POSITIONS
Bridgeport	778	2
Liberty	595	2
Lincoln	601	2
Robert C. Byrd	710	2
South Harrison	412	1
High School Total		9
Bridgeport	536	1
Lumberport	431	1
Mountaineer	474	1
South Harrison	310	0
Washington Irving	632	1
Middle School Total		4
Adamston	302	0
Big Elm	664	1
Johnson	645	1
Lost Creek	189	0
Lumberport	357	0
North View	349	0
Norwood	349	0
Nutter Fort Intermediate	523	1
Nutter Fort Primary	704	1
Salem	344	0
Simpson	376	0
West Milford	463	0
Wilsonburg	248	0
Elementary Total		4
Grand Totals		17

Source: HCS information provided by Curriculum and Instruction and Technology Division, August 2011.

This best practice formula is based on the assumption that dean positions are not allocated to the schools for administrative/support purposes. However, the needs of the contemporary high school may require the administration to factor in additional criteria, and such criteria should be clearly stated.

COMMENDATION 1-E:

Administrative staffing of schools is within the ranges suggested by industry best practices.

FINDING

HCS does not have a formula-driven system for determining the assignment of assistant principal positions to the schools, resulting in confusion as to the criteria utilized and the basis for establishing equitable assignments.

School staff and district-level administrative interviews revealed differing views on how the number of assistant principal are calculated. Central office administrators report that assignment is based on needs and fiscal constraints which are the result of state requirements governing state funded professional positions.

RECOMMENDATION 1-18:

Develop a formula or policy for the assignment of assistant principal positions.

Implementation of this recommendation should result in establishing a formula for assignment of full-time assistant principal positions to each school level with consideration to these ratios:

- High school – one for every 400 students or majority fraction thereof.
- Middle school – one for every 500 students or majority fraction thereof.
- Elementary school – one for every 500 students.

An acceptable formula should be developed and adopted by policy during the review and updating of the current policy manual.

FISCAL IMPACT

Under the current circumstances, there is no fiscal impact for creating the policy to govern future assignment of assistant principals to schools. However, enrollment growth at some schools may require the addition of positions in future school years.

2.0 HUMAN RESOURCE MANAGEMENT

2.0 HUMAN RESOURCES MANAGEMENT

This chapter presents findings, commendations, and recommendations relating to the personnel and human resources management of the Harrison County Schools (HCS). This report reviews and provides analysis within the following areas:

- 2.1 Organization and Service Delivery
- 2.2 Policies, Procedures, and Practices
- 2.3 Job Descriptions, Classifications, and Assignments
- 2.4 Recruitment and Employment of Personnel
- 2.5 Personnel Budget and Compensation
- 2.6 Professional and Service Staff Training and Development

CHAPTER SUMMARY

Harrison County Schools (HCS) has experienced a leveling-off in student enrollment over the past few years while at the same time the overall number of employees has increased. The increase is primarily due to actions approved by HCS Board of Education (BOE or board) regarding initiatives such as class size reductions and programs designed to support improved student achievement. Consequently, the human resources division implemented various innovations to ensure an adequate supply of new teachers as well as recruitment, employment, and retention of administrative and support personnel.

Employment of teachers who meet NCLB highly qualified requirements has been a priority. The human resources division has had the responsibility to support principals and department heads in both recruiting and hiring highly qualified teacher candidates. The HCS Human Resources Division has designed its organizational structure to provide knowledgeable staffing specialists for all school levels as well as departments that provide support services to the schools. Human resources leadership and support staff are able to provide service delivery expertise in alignment with the special requirements of each respective school, department or classification of employee.

Human resources operational and functional efficiencies are critical to improved support for schools in alignment with the HCS Five-Year Strategic Plan. This review examines all critical human resources functional and service delivery areas including organizational design, recruitment and employment, new hire orientation, staff training and development, personnel management and support services, departmental workflow processes and procedures, compensation and benefits, job descriptions, records management, use of technology, and budget and cost efficiencies.

The following commendations are reported in this chapter:

- Commendation 2-A** The human resources division provides outstanding customer service and support for employees, schools, and departments.

- Commendation 2-B** The district has a policy booklet for employees posted on the district website which provides easy access to staff, employees, parents, and the community.
- Commendation 2-C** The human resources division has developed an employee handbook that provides relevant personnel and employment information to assist employees in understanding the requirements of district employment.
- Commendation 2-D** The board of education is committed to providing competitive salaries for both professional and service employees, which contributes to employee satisfaction and stability of the workforce.
- Commendation 2-E** The board of education implemented a Board Policy Incentive Plan to encourage attendance for both professional and service employees.
- Commendation 2-F** Professional school-based personnel training and development activities in the Professional Learning Community Plan for each school are aligned with the district's strategic plan.

The following recommendations reported in this chapter:

- Recommendation 2-1** Develop human resources division goals in alignment with the district's Five-Year Strategic Plan to include performance improvement goals, action plans, results measures, and annual reporting.
- Recommendation 2-2** Develop a feasibility plan and cost estimate to implement an integrated human resources applicant tracking module compatible with existing district software and the West Virginia Education Information System.
- Recommendation 2-3** Schedule the annual review and revision of human resources workflow processes, transactions, and procedures to improve efficiency of operations and delivery of services.
- Recommendation 2-4** Develop a plan and cost analysis for implementing a document scanning and file management system for conversion of district employee personnel files to an electronic format.
- Recommendation 2-5** Develop and implement a plan for the systematic review, revision, and dissemination of standardized written job descriptions for all departments.

- Recommendation 2-6** Work with local and state representatives for the enactment of provisions in state employment statutes to allow local boards to implement employment policies that are fair and equitable while being less restrictive than existing statute requirements.
- Recommendation 2-7** Develop and implement an employee recruitment and employment plan designed to increase the available pool of qualified candidates for workforce replacement.
- Recommendation 2-8** Determine competitive salary status with peer districts and attempt to maintain or enhance a competitive position with regard to salaries.

Statewide implications of this chapter include the following:

- The board and state DOE should jointly seek a revision in state statutes that allows the DOE to grant waivers of employment requirements. The board should then petition the state for waiver of specific and cumbersome employment requirements stipulated in state statutes that require extensive paperwork and severely limit the district's ability to hire the best qualified candidates.
- The state should implement and upgrade the personnel payroll system that is required to be used by all local districts to enhance utility and to improve the ability of districts to develop and track annual data.

Recommendations provided in this chapter may require additional funding. Implementation of recommendations with technology-related applications and services, for example, may be accomplished at no additional cost through the realignment of existing levy or budget funding.

The HCS Human Resources Division is supervised by the assistant superintendent for human resources and policy, who possesses extensive professional education experience as a teacher and principal. The human resources division is also supported by a four member clerical and support staff.

These staff process and manage all personnel related activities for approximately 1,483 active full- and part-time employees. The human resources division is responsible for the following functions and services:

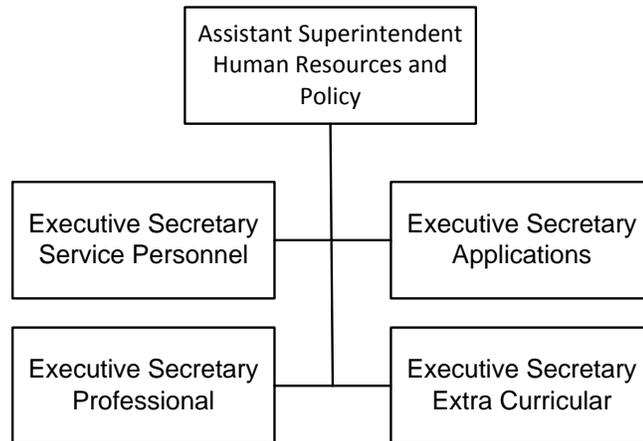
- Developing and implementing human resources policies and procedures.
- Planning for workforce needs and recruitment of employees.
- Job posting and processing of employment applications.
- Job assignments, staffing of vacancies, and placement of new hires.
- New hire processing including orientation and completion of payroll and benefits enrollment forms.

- Employee promotions and/or job changes resulting from job postings, extracurricular job assignments, teacher certification, resignations, and retirements.
- Employment of substitutes for all job classifications.
- Processing and managing employee complaints and grievances.
- Investigating allegations of employee misconduct and assist with documentation of unsatisfactory performance.
- Entering job postings on the district website and throughout the district.
- Maintaining of employee seniority and preferred recall lists.
- Employee evaluation and document processing.
- Monitoring and records management of employee training and staff development.
- Developing and revising accurate job descriptions.
- Monitoring attendance, leaves of absence, and substitute employment.

Exhibit 2-1 shows the organizational structure of the human resources division. The division is organized into to four major categories of services, supervised by the assistant superintendent. These include the categories of professional, service, extracurricular and substitute employees. In addition, staff processes the substitute teacher, personnel records, data entry and technology implementation functions of the division.

Each unit of the human resources division supports a specific group of employees by function which provides a common point of contact for all service delivery and communications. This facilitates both open communications as well as accountability for performance between both supervisors and employees of the school district and human resources.

**EXHIBIT 2-1
HARRISON COUNTY SCHOOLS
HUMAN RESOURCES DIVISION ORGANIZATION
AUGUST 2011**



Source: HCS Office of Superintendent, August 2011.

The most critical function of the human resources division is to facilitate the employment of a high quality workforce that has the training, experience and expertise to enable the school district to accomplish its mission. The district employed 947 professional and 536 service staff for a total of 1,483 employees in 2010-11.

Forecasting expected budget revenue and related workforce employment requirements over the next few years is critical to the strategic accomplishment of district initiatives. Student enrollment of 10,877 (at the time of the onsite review) is expected to continue at a relatively moderate rate of decline which will impact the budget funding for both schools and central office departments. The Board will expect continued cost containment while at the same time expecting improvements intended to promote student achievement and to meet the requirements of the Five-Year Strategic Plan.

The expected continuation of the current budget challenges, coupled with an average loss of 77 or more employees to retirements and resignations over the last two years, will require that the human resources division maintain its existing level of staff. At the same time the division's staff must increasingly work to improve operational efficiency in service delivery to meet annual employment and workforce replacement needs.

The continued local and national shortage of teachers in critical teaching areas such as special education has shown little sign of improving over the last few years. The current national unemployment picture has led to increased enrollments in teacher education programs but, according to district officials, shortages still exist in the difficult to staff areas such as mathematics. HCS must work strategically to target its recruitment in a focused effort to replace retirement losses and to meet the increasingly complex workforce needs of the district.

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

- Five days onsite interviews with more than 17 leaders and staff in the central office as well as principals in elementary, middle, and high schools.
- Review of documents provided by the district including board policies and regulations; departmental practices and procedures; job descriptions and salary schedules; reports of teacher employment, absences and turnover rates and use of substitutes.
- Technology utilization and personnel payroll processing requirements.
- Review of the district website for district data and information.
- Review and analysis of human resource staff workflow and distribution of duties.
- Review of personnel files, file rooms and office arrangement.
- Comparisons with other school districts of comparable size.

2.1 Organization and Service Delivery

This section describes the planning and implementation of human resources and personnel service delivery operations of the HCS Human Resources Division.

FINDING

The human resources division is providing improved customer service to principals, schools, and other departments.

Interviews conducted with both principals and school level supervisors for elementary, middle and high schools indicated a high degree of satisfaction with the service and support provided. Principals and supervisors stated that recent changes in human resources leadership have resulted in improved responsiveness and support. Even though budget issues have required some realignment of assignments within the human resources division, persons interviewed were highly supportive of the division.

The human resources division is organized according to specific categories of employees for schools and departments which facilitates human resources staff being more aware of, and responsive to, the needs of a wide variety of employment issues. This focus on customer service has dramatically enhanced both the service delivery and professional image of the department throughout the school district.

As part of its efficiency review, MGT of America conducted online and public community forums designed to solicit public and employee input regarding the various functional and performance services, including human resources, provided by school district leaders and staff. In addition, interviews were conducted with principals and teacher

organization representatives. Typical interview questions included the following, “What is your degree of satisfaction with the services provided by the human resources division?”

Responses from both the public forum and interviews regarding human resources indicated a high degree of satisfaction with its leadership and service delivery. Even though some respondents expressed concern that the division might be understaffed, typical remarks include such statements as “Best personnel director in years” and “Great personnel department”.

COMMENDATION 2-A:

The human resources division provides outstanding customer service and support for employees, schools, and departments.

FINDING

The human resources division does not have internally aligned and clearly defined goals, objectives, and performance targets focused on its functions, service delivery and results.

Exhibit 2-2 shows the stated mission and core belief statements for the school district.

**EXHIBIT 2-2
HARRISON COUNTY SCHOOLS
MISSION AND CORE BELIEFS**

The mission of the Harrison County Schools is to achieve excellence in education, through partnership with home and community, so that each student becomes: a life-long learner; a responsible citizen; a productive member of society.

Harrison County Schools' core beliefs reflect the system's commitment to achieve education excellence.

We believe:

- *All students can learn, perform at high levels, and succeed.*
- *All students must have equal educational opportunities.*
- *All students should graduate.*
- *All students should become contributing, productive and responsible citizens.*
- *Education is the shared responsibility of the school, family and community.*
- *All schools should provide a positive, healthy, safe and drug-free environment.*
- *Curriculum must be planned, relevant and rigorous.*
- *All individuals should become life-long learners.*
- *All individuals should demonstrate character, civility, integrity and sound stewardship.*
- *Excellence is foremost in all we do.*

Source: Harrison County Schools County Strategic Plan, September 15, 2010.

The human resources division should provide clearly defined and integrated goals and objectives that provide functional focus for the division leader and staff. These goals should help communicate human resource priorities and service commitments to all district personnel as well as customers and stakeholders.

RECOMMENDATION 2-1:

Develop human resources division goals in alignment with the district's Five-Year Strategic Plan to include performance improvement goals, action plans, results measures, and annual reporting.

The implementation of this recommendation should help align division functions, enhance staff performance, improve workflow and provide for improved service delivery. The assistant superintendent should work with staff and stakeholders to implement this

recommendation within six months of the approval of this report by the superintendent and BOE.

Sample human resources goal and objective statements aligned according to a continuous improvement model are provided in **Exhibit 2-3**.

Goal such as these should help to strategically align all functions within the division toward a common standard of service delivery.

**EXHIBIT 2-3
SAMPLE GOALS AND OBJECTIVES**

Human Resources Department

Strategic Goals and Objectives

The Human Resources Department will support and facilitate the recruitment, employment, orientation, training, development, compensation, performance assessment and retention of a high quality workforce to support student achievement according to the educational needs of the community.

Sample Human Resources Improvement Goals

- Improve annual planning in coordination with school support and budget allocation requirements.
- Improve the process of recruitment and staffing of all jobs on a timely basis.
- Improve the annual review, revision, application and communication of human resources policies, practices and procedures.
- Improve human resources communication and service delivery.
- Improve interdepartmental payroll and benefits coordination and paperwork processes.
- Improve record keeping and data collection for all categories of employees.

Source: Created by MGT of America, Inc., August 2011.

FISCAL IMPACT

This recommendation can be accomplished with existing resources and personnel and should have no additional fiscal impact.

FINDING

The human resources division does not have an integrated human resources applicant tracking, employment, payroll processing and information management process. The current process is inefficient and labor intensive.

The result of this practice is that duplicate personnel information must be written on multiple paper forms, hand delivered from office to office, and data entered manually into the payroll system for all employment additions, changes, and transactions. Current practice requires that a separate paper form be completed for most personnel management processes including each application job bid and new hire and/or current employee employment status change.

The collection and management of employment, workforce, and employee information and data is one of the most critical functions of the human resources division. Best practice in most school districts is that human resources staff provide employee contact and status change services and that the payroll department execute status changes in the data management system. The current use of more than twelve paper forms to communicate new or changed employee data between the personnel and payroll offices is inefficient, cumbersome, and time consuming. For example, two different color coded forms for professional and service personnel are used to provide almost identical employee status change information. Implementation of a single personnel action form (PAF) with multiple data sections would greatly enhance efficiency, information management and record keeping. In addition, this type of data collection form could easily be implemented in an electronic rather than paper format. The volume and complexity of information is continually increasing and the ability to successfully manage human resources information is dependent upon the available employee information management system.

RECOMMENDATION 2-2:

Develop a feasibility plan and cost estimate to implement an integrated human resources applicant tracking and employment management system compatible with existing district software and the West Virginia Education Information System.

Implementation of this recommendation should result in the development of a plan that can be budgeted for and implemented within a two-year period.

The human resources and payroll departments should realize a significant improvement in efficiency of operations through standardization of operations and processes. The acquisition of a software system to manage major functions such as the tracking of employment applications and changes in employment assignments should also reduce staff stress and workloads.

In order to improve the efficiency and effectiveness of information management and data collection, a plan to integrate all applicant and employee data into a common data base is recommended. A common integrated data base would also facilitate the management and reporting of data related to the status of human resource functions and services as well as workforce statistics and information. The division should be able to produce various reports related to employment, workforce deployment, training records and personnel costs.

The assistant superintendent should work with district leaders in finance and technology to develop a coordinated plan for mapping and revision of current workflow and data management improvement requirements during the current fiscal year. Funding for purchase and implementation of this recommendation should then be considered along with other district needs during the development of the FY 2013 budget.

FISCAL IMPACT

This recommendation can be accomplished with existing resources and funding. Additional funding would be required to purchase and deploy the appropriate solution. However, the cost of related technology can vary dramatically and cannot be adequately

estimated until the district determines its needs and the related integration requirements of the WVEIS.

FINDING

The performance functions, workflow processes and office procedures of the human resources division have evolved over the years with no evidence of evaluation or analysis for functional efficiency, service delivery or customer satisfaction.

During interviews, the statement that “we’ve always done it that way” was often the response to questions regarding assignments and practices.

The division has been administered by four different leaders over the past five years. This situation has resulted in the lack of a review of functions and related procedures. It has also resulted in inconsistent direction and focus. It is believed that this situation has been resolved and administrative stability has been achieved.

The regular review of assigned human resources functions, workflow processes, and office procedures is critical to the efficiency of operations and the maintenance of cost effective service delivery. In addition, the revision, realignment, or elimination of tasks and processes should be considered. During times of tight budgets and revenue shortages, the ability to maintain effective levels of service while at the same time identifying cost reduction strategies through improved functional alignment and operational efficiencies is increasingly critical.

The human resources division should review its current listing of functions and services to determine those that might be revised, realigned, or eliminated. **Exhibit 2-4** shows some of the human resources processes and functions that should be reviewed for revision or elimination.

**EXHIBIT 2-4
HUMAN RESOURCES PROCESS AND FUNCTIONS (Partial Listing)**

- *Recruitment of personnel*
- *Job descriptions and job posting*
- *Job interest bid sheet distribution and processing*
- *Application processing and tracking*
- *Maintenance of seniority lists*
- *Employment transactions and hiring assignments*
- *Teacher certification*
- *Substitute employee hiring and assignment*
- *Employee appraisal and evaluation processing and record keeping*
- *Staff development and district compliance record keeping*
- *Maintenance of the district annual calendar*
- *Retirement and termination processing*
- *Principal's meeting agendas*
- *Board policies and procedures management and distribution*
- *Personnel records development and management*
- *Employee orientation and handbook expectations*
- *Employee mentoring program implementation*
- *Employee misconduct and discipline*
- *Employee complaints and grievances*
- *Payroll and benefits enrollment forms*

Source: Created by MGT of America, Inc., August 2011.

RECOMMENDATION 2-3:

Schedule the annual review and revision of human resources workflow processes, transactions, and procedures to improve efficiency of operations and delivery of services.

The annual review of human resource functions and processes for efficiency of operations, service delivery and customer satisfaction should help the division maintain a focus on its primary functional requirements and service delivery expectations. This will allow for maximum utilization of staff and workflow which should result in improved service to schools and to customer satisfaction.

Upon approval of this report, the assistant superintendent for human resources and policy should immediately conduct meetings with staff and stakeholders to initiate implementation of this recommendation.

FISCAL IMPACT

The implementation of this recommendation should be accomplished by the division at no additional cost.

2.2 Policies, Procedures, and Practices

HCS policies and procedures are provided on the district website and outline the overall governance guidelines by which the district operates. The human resources division maintains these policies for the district. See **Chapter 1.0** for a discussion of board policies organization and development.

FINDING

Board policies and regulations that govern the district and guide the day-to-day operations and practices of the district personnel are provided on the district's website.

The board policies and procedures provide direction for the operations of district human resources functions. This allows all employees, parents and stakeholders access to information in an easy to use and efficient manner. This eliminates the need to call or e-mail the administration or staff to access information regarding the operational guidance provided by the BOE.

Board human resources policies and procedures are routinely revised according to changing district needs, state board directives and state and federal statutes and rules. A listing of the current human resource policies is shown in **Exhibit 2-5**.

**EXHIBIT 2-5
HARRISON COUNTY SCHOOLS
TITLES OF BOARD ADOPTED HUMAN RESOURCES POLICIES**

PERSONNEL
3101 Drug Free Workplace
3102 Equal Opportunity Employment
3103 Harassment Grievance Procedure
3104 Personal Leave Bank
3105 Personnel Records
3106 Personal Leaves & Absences
3107 Personal Leave Incentive Program
3108 Personal Leave Donation Program
3109 Tax Shelter Annuities
3110 Professional Staff Development_07_10
3111 Service CE Revised 07_10
3201 Professional Recruitment Hiring Policy
3202 Teacher Cover Planning Period
3203 Time Away From Work Professional Policy
3204 Vacation-Professional Policy
3206 Professional Personnel Evaluation
3207 Professional Personnel Transfer
3208 Professional Leave Release Days
3209 Reduction In Force Lateral
3210 Initial Professional Employment
3211 National Bd For Professional Teaching Standard
3212 Sub Teachers in Area of Critical Need3_11
3301 Service Personnel Evaluation
3303 Time Away From Work-Service
3305 Prior Work Experience Credit
3307 Reduction-in-Force of Service Personnel
3304 Vacation-Service Policy
3308 Extra Duty Bus Trips
3309 Overtime Comp-Time for Non-Exempt Employees
3310 Service Personnel Leave for Meetings
3401 Principal Intern Program
3501 Substitute Teacher Minimum Work Requirement
3502 Assignment of Substitute Service Personnel

Source: Harrison County Board of Education Approved Policies website –
harcoboe@harcoboe.com.

Exhibit 2-6 shows a sample human resources policy adopted by the BOE. As can be seen this policy provides a statement of purpose, definition, operational principles, requirements and implementation expectations. Although originally approved in 2009, it shows a revision date of 2010 which ensures that it was revised according to required changes. Best practice is that board policies are reviewed annually for applicability, changing requirements enacted by the board, and revisions required due to changes in state and federal mandates.

**EXHIBIT 2-6
SAMPLE HUMAN RESOURCES POLICY**

Series 3000 Personnel

Section 3100 General Provisions

Policy 3110 - Professional Staff Development

3110.1 Statement of Purpose

The Harrison County Board of Education recognizes the need to provide a high quality work environment. Ongoing professional staff development for all personnel is essential to enhancing improved teaching and student learning. Professional staff development should be a continuous, developmental process ultimately based on staff needs. All professional staff, under contract, is required to participate in eighteen clock hours of job-related staff development each year.

3110.2 What is staff development?

Staff development consists of professional, educational training options to meet the needs of county educational systems. The training options will aid teachers in keeping informed on current educational trends and teaching techniques. Staff development complements and extends the teacher education component by providing alternatives for fulfilling the professional and personal growth of public school personnel. These alternatives represent the means available to professional personnel to develop and expand individualized and job related competencies and to prepare for new educational roles and job assignments after initial professional or vocational certification.

3110.3 Staff development sessions given or accepted for credit to be determined by the superintendent or his/her designee.

3110.4 Credit will not be allowed for the following events or activities:

3110.4.1 School Board meetings

**EXHIBIT 2-6 (Continued)
SAMPLE HUMAN RESOURCES POLICY**

- 3110.4.2 PTA meetings/open house
- 3110.4.3 Any other non-curricular activity, such as collecting tickets, chaperoning, dances, etc.
- 3110.4.4 Math Field Day, science and social studies fairs
- 3110.4.5 State playoff selection meetings

Page 1 of 3

3110.5 County Responsibility

3110.5.1 County boards of education shall establish a professional staff development council and shall implement a comprehensive system of staff development.

3110.5.2 The county board of education shall make available an amount at least equal to one tenth of one percent of the amount provided in accordance with section 4, article nine, and chapter eighteen of State Code 126-149-3. Such funds shall be credited to the professional staff development council to fulfill its objectives. Any funds remaining in this account at the end of the fiscal year shall remain in this account and be used solely for staff development.

3110.6 Principles of Operations

3110.6.1 The Board establishes the general implementation process for staff development activities in the county school system. The staff development program provides for job-related training for school personnel on eighteen clock hours in the school calendar.

3110.6.2 County boards of education and county professional staff development councils shall incorporate the following components and governing principles of operation in their county staff development policy.

3110.6.3 The process of planning school and/or county staff development initiatives to promote teaching and learning, shall include, but not be limited to, the following:

3110.6.3.1 Individual school, county, regional, state, national and international priorities.

3110.6.3.2 Multiple input sources such as state board goals and objectives, student test scores, faculty senate recommendations, and county board policies to identify program needs.

3110.6.3.3 Needs based objectives

**EXHIBIT 2-6 (Continued)
SAMPLE HUMAN RESOURCES POLICY**

3110.6.3.4 Activities that provide for individual needs as well as groups such as local school improvement councils, faculty senates and school curriculum teams.

3110.6.3.5 A systematic evaluation process for the delivery, quality, and impact of staff development.

Page 2 of 3

3110.7 How many staff development hours are required?

3110.7.1 All full-time professional employees, under contract, will be responsible for acquiring 18 hours of Staff Development/Continuing Education.

3110.7.2 A full-time professional employee, under contract, hired within the first semester of the school year will be responsible for acquiring 18 hours of Staff Development/Continuing Education.

3110.7.3 A full-time professional employee, under contract, hired within the second semester will be responsible for acquiring 9 hours of Staff Development/Continuing Education hours.

3110.7.4 A half-time professional employee, under contract, will be responsible for 9 hours of Staff Development/Continuing Education.

3110.8 Penalties

3110.8.1 Failure to comply with the Staff Development/Continuing Education policy is a violation of the contractual agreement signed with Harrison County Schools and of West Virginia State Code (WV Code Section 18A-3-8 and WV State Policy 5500). Non-compliance will result in corrective action from the Harrison County Board of Education.

Suggested penalties and disciplinary actions regarding 3110.8.1:

3110.8.2 -- 1st occurrence non-compliance -- Plan of Improvement from immediate supervisor -- 1 day suspension without pay.

3110.8.3 -- 2nd occurrence - 2 day suspension without pay - disciplinary hearing

**EXHIBIT 2-6 (Continued)
SAMPLE HUMAN RESOURCES POLICY**

3110.8.4	3rd occurrence - non-compliance -- employee dismissal at superintendent's recommendation
<p><i>State Board Policy 5500 -- 126-149-4-4.2. All professional staff shall participate in eighteen clock hours of job related staff development each year. Twelve of the eighteen clock hours shall be directed relevant to: 1) educational priorities for West Virginia to include, but not limited to, implementation of regulations, trends, and issues at the local, regional, state, national, and international levels (i.e., multicultural education, new instructional materials education, and AIDS education); 2) the areas of study in which they are currently teaching; 3) the teaching strategies appropriate to those areas of study; 4) classroom management skills; 5) techniques appropriate for learners with various exceptionalities and learning styles; 6) alignment of instructional goals and objectives with effective strategies, methods and/or techniques, or 7) student and program evaluation methods and instruments</i></p> <p><i>(Policy 2510).</i>Approved: Harrison County Board of Education</p>	
Effective Date: July 21, 2009	Revised: July 20, 2010 Page 3 of 3

Source: HCS Board of Education approved policies, Human Resources Division, September 2011.

COMMENDATION 2-B:

The district has a policy booklet for employees posted on the district website which provides easy access to staff, employees, parents, and the community.

FINDING

Personnel files are not available via an electronic format that allows for readily available access and retrieval of information and records.

The human resources division maintains active employee personnel files on paper and many files are so large that accessing the folders is often difficult and cumbersome. This necessitates that staff spend excessive amounts of time with retrieval and replacement of files and file contents.

The contents of employee personnel files are maintained in well organized file cabinets which make the locating and retrieval of file information reliable. As the volume of paper and the number of employees continues to grow, however, the human resources division must consistently improve its efficiency of management of personnel files.

In addition, as the volume of information and paper forms continues to increase, the contents of file cabinets and the floor space required to secure them will increase. This will further diminish file and staff management efficiency. Staff time required for maintenance and management of paper employee personnel files will continue to increase.

RECOMMENDATION 2-4:

Develop a plan and cost analysis for implementing a document scanning and file management system for conversion of district employee personnel files to an electronic format.

Implementation of an electronic file and document management system will allow the elimination of paper files. This will reduce the need for expansion of file cabinet and file room storage space, eliminate manual search of files, reduce the likelihood of document loss, improve information retrieval, enhance file security and improve customer service response time.

This recommendation will require an initial additional investment for scanning and computer equipment. Software needed to integrate file management with the WVEIS would require additional funding. The plan and corresponding cost analysis should be considered along with other district needs during the FY2012 or FY2013 annual budget development process.

The long term cost of maintaining employee personnel files should be reduced due to the elimination of the need to purchase paper, file folders, file cabinets, and storage space. In addition, this process will also allow for the remote storage of back up files to secure against damage or loss due to natural disasters, fire, or vandalism.

FISCAL IMPACT

Existing staff in human resources and technology services should be able to develop this plan and cost analysis at no additional cost.

Although scanning and file management equipment and software can be purchased for as little as a few thousand dollars, the district must determine the volume of material to scan, and the degree of automation and sophistication that is preferred, in order to determine a defensible cost estimate.

FINDING

The human resources division, under new leadership, has developed a draft employee handbook that provides employees with the district's expectations, rules, and requirements. This handbook provides employees with notice of workplace expectations and answers questions regarding district requirements and protocol.

Communication of rules and expectations to all employees is essential for high quality employee relations. Development and dissemination of a well documented employee handbook can enhance positive employee relations and workplace satisfaction. All employees need to know what is expected of them as they perform their duties and how to conduct themselves in a manner that contributes to a positive work environment.

Employees and district leaders should be provided with an updated employee handbook on an annual basis. This handbook should contain information regarding the latest changes in legal requirements regarding employment, board policy revisions, and improvements in services offered to employees. It also provides a synthesis of

information and requirements on specific issues in one comprehensive format to reduce confusion and improve understanding.

Exhibit 2-7 shows the title page and table of contents for the Harrison County Schools 2011-2012 Employee Handbook. As can be seen the handbook meets these criteria.

**EXHIBIT 2-7
HARRISON COUNTY SCHOOLS
EMPLOYEE HANDBOOK
2011-2012**

Employee Code of Conduct
West Virginia Department of Education Policy 5902

Harrison County Schools employees shall:

- ❖ *Exhibit professional behavior by showing positive examples of preparedness, communication, fairness, punctuality, attendance, language and appearance.*
- ❖ *Contribute, cooperate, and participate in creating an environment in which all employees/students are accepted and are provided the opportunity to achieve at the highest levels in all areas of development.*
- ❖ *Maintain a safe and healthy environment, free from harassment, intimidation, bullying, substance abuse, and/or violence, and free from bias and discrimination.*
- ❖ *Create a culture of caring through understanding and support.*
- ❖ *Immediately intervene in any code of conduct violation that has a negative impact on students, in a manner that preserves confidentiality and the dignity of each person.*
- ❖ *Demonstrate responsible citizenship by maintaining a high standard of conduct, self-control, and moral/ethical behavior.*
- ❖ *Comply with all Federal and West Virginia laws, policies, regulations and procedures.*

Table of Contents

General Information:

- Calendar
- Cell phones
- Child Abuse reporting
- Conduct and Dress
- Disabilities
- Drug Free Workplace
- Emergency Closing of Schools
- Employee Organizations
- FERPA
- Grading Periods
- Identification Badges
- McKinney-Vento Act

**EXHIBIT 2-7 (Continued)
HARRISON COUNTY SCHOOLS
EMPLOYEE HANDBOOK
2011-2012**

Parent-Teacher Conference Day
School Schedules / Times
Sexual Harassment
Substitute Call-Out System
Technology
Updates to Information/Files
Finance:
Attendance Incentive
COBRA Benefits
Insurance
Medical Allotment
Overtime
Paychecks
Retirement
Salary Information
Section 125 Benefit Plan
Sick Leave Bank
Tax Sheltered Annuities
Travel
Workers' Compensation
Personnel:
Background Checks
Certification
Contracts
Discipline
Evaluation
Grievances
Personal Leave
Professional Leave
Staff Development
Vacancies / Postings

Source: HCS Human Resources Division, August 2011.

COMMENDATION 2-C:

The human resources division has developed an employee handbook that provides relevant personnel and employment information to assist employees in understanding the requirements of district employment.

2.3 Job Descriptions, Classifications, and Assignments

To clearly communicate job duties and responsibilities, up-to-date job descriptions are critical. Job descriptions provide the basis for the position and outline the requirements

expected of the person or persons assigned to work in the position. Job descriptions provide the basis for ensuring accountability in the performance of the job.

Job descriptions for all positions are maintained in the human resources division. Well written job descriptions include among other items the job title, minimum qualifications, physical demands, salary basis, essential functions and the date of adoption. The Fair Labor Standards Act (FLSA) exempt or non-exempt status for overtime pay eligibility should be listed.

FINDING

A review of more than 100 HCS job descriptions revealed that they have not been reviewed or revised on a regular and consistent basis resulting in inconsistencies and job descriptions that do not relate to the actual assigned responsibilities.

Many do not contain the essential elements represented by acceptable or best practices. A variety of formats have been used over the past twenty years or so with some dated in the 1980's.

The job description for "Principal – Elementary", for example is four pages long and contains an extensive listing of 25 "QUALIFICATIONS" that require the principal to "provide" or "demonstrate" a wide variety of knowledge and skills that go well beyond job qualifications. In addition, under "FUNCTIONS AND DUTIES" a total of 53 tasks are listed that extend well beyond a description of essential job functions.

The FLSA requirement of exempt or non-exempt status for overtime eligibility is not listed on any of the job descriptions reviewed. On some job descriptions, an outdated specific salary amount is listed rather than the salary pay grade or range. It is estimated that fewer than half the job descriptions provided are currently utilized for employment purposes and could be eliminated.

During interviews, respondents were asked questions regarding their job duties and whether or not copies of up-to-date job descriptions were available to them. Most replied that they did not have an up-to-date copy of their job description. Some persons interviewed brought copies of job duty assignments that they had produced specifically for the efficiency review interview. Most persons interviewed, however, stated they understood their job duties and the performance expectations related to them.

RECOMMENDATION 2-5:

Develop and implement a plan for the systematic review, revision, and dissemination of standardized written job descriptions for all departments.

Implementation of this recommendation should result in standardization of job descriptions and also contain necessary information for the posting of job vacancies.

Exhibit 2-8 provides an example of a well written job description.

**EXHIBIT 2-8
SAMPLE JOB DESCRIPTION**

<u>Date:</u>	November 2, 2005
<u>Job Title:</u>	Director of Personnel
<u>Grade Level:</u>	44
<u>Position Number:</u>	04210
<u>Work Location:</u>	Central Office - Human Resources
<u>Immediate Supervisor:</u>	Assistant Superintendent of HR and Administrative Services
<u>Terms of Employment:</u>	12 month/8 hour days
<u>FLSA Status/Test:</u>	Exempt
<u>General Description:</u>	
<p>Provides day to day supervision and direction for the personnel office in the areas of recruitment, equal opportunity/affirmative action programs, teacher licensure, policy development, employee relations, and training and human resource information systems. Performs work under broad departmental policies and established objectives and interprets policy on own initiative; decisions/actions impact the entire system and extends into the community. Position requires extensive professional judgment; contacts are regularly and frequently made at all organizational levels within and outside the school system to execute and explain programs and policies. Directs and evaluates work of highly technical or professional support staff.</p>	
<u>Essential Job Functions:</u>	
<ul style="list-style-type: none">• Directs the recruitment program for professional and support staff. Responsible for the recruitment and selection of administrative and supervisory positions. Recommends to the Superintendent candidates for appointment and for presentation to the School Board. Maintains close contact with all departments and schools in planning and anticipating staffing needs. Works closely with Budget Office for staffing and position control.• Prepares and monitors departmental human resources budget. Supervises Personnel Administrators and support staff.• Oversees the coordination and scheduling of recruitment programs such as job fairs for instructional vacancies including: developing recruitment materials, coordinating mailings, scheduling on-site and off-site visits, follow-up and review of candidate credentials and compilation of recruitment data.• Monitors compliance with Federal, State and local laws and regulations. Serves as contact person regarding Affirmative Action/Equal Opportunity issues, Americans with Disabilities Act and other related legislation. Develops and implements equal opportunity and affirmative action programs. Prepares annual AA Plan. Interprets EEO/AA policies and procedures. Analyzes applicant and employment statistics for the purpose of monitoring EEO/AA status. Develops and delivers regular reports to the School Board.• Oversees the student teaching program. Monitors and evaluates program; makes recommendations for modification and improvement.• Directs the licensure process for professional personnel, ensuring that employees are properly licensed in accordance with regulations adopted by the Commonwealth of Virginia Board of Education.	

**EXHIBIT 2-8 (Continued)
SAMPLE JOB DESCRIPTION**

- Works closely with principals and department administrators in addressing and/or resolving personnel issues, problems and grievances. Reviews and recommends disciplinary actions, including suspensions, demotions and terminations.
- Supervises the Performance Evaluation System for the division. Administers the contract schedule for all personnel.
- Oversees and directs the substitute program, related training and the sub operator system.
- Develops and maintains a records management system for personnel, including employment, transfer, tenure, retirement, leave, promotions, etc. Supervises and monitors statistical applicant and staff data collection and reporting.
- Directs new employee orientation program. Oversees the exit interview process for all personnel leaving the division.
- Performs other related duties as assigned.

Budgetary Responsibility:

Administers the personnel department budget, consisting of operating and grant funds (approximately \$295,000).

Report Preparation:

Develops and submits written reports regarding status of any of the aforementioned specific job functions.

Equipment Operation:

Computer, printer, copy machine, fax machine and other general office equipment.

Contacts:

Human resource staff, building administrators, instructional division administrators, teachers, applicants, college/university officials and personnel/HR officials from other school divisions.

Work Direction: N/A

Supervision:

Provides leadership and supervision to all employees assigned to the personnel department including assistant director, personnel administrators, HR assistants, HR technicians and HR systems staff.

Decision Making:

Responsible for independent decision making based upon professional judgment. Decisions impact the entire system and extend into the community.

Formal Policy-Setting Responsibilities:

Responsible for developing, revising and interpreting HR policy.

**EXHIBIT 2-8 (Continued)
SAMPLE JOB DESCRIPTION**

Physical Demands:

The physical demands described here represent those that must be met by an employee to successfully perform the essential functions of this job. Reasonable accommodations may be made to enable individuals with disabilities to perform the essential functions. While performing the duties of this job, the employee is regularly required to use hands to lift, support, handle or feel objects, tools, equipment and/or controls; reach with hands and arms; and talk and hear. The employee is occasionally required to stand, walk, sit, climb or balance, stoop or kneel and drive. Specific vision abilities required by this job include close vision, distance vision, depth perception and the ability to adjust focus.

Work Environment:

The employee regularly works in an office environment. The noise level is quiet to moderate.

Knowledge/Skills/Abilities:

Comprehensive knowledge of the principles and practices of all areas of human resource management; of related federal and state laws and related school board policies and procedures. Considerable knowledge of budget and project management principles and practices. Considerable knowledge of human resources automated systems. Demonstrated ability to forecast staffing needs. Demonstrated ability to plan, organize and direct a complex organizational component and to supervise and evaluate others performing professional work. Demonstrated ability to communicate effectively; to analyze, interpret and apply HR laws, regulations and guidelines and to analyze and resolve conflicts that may be confidential, sensitive and/or difficult in nature.

Requirements:

Education, training or experience sufficient to demonstrate the required knowledge, skills and abilities.

Disclaimer: The information contained in this job description has been designed to indicate the general nature and level of work performed by employees assigned to this position. It is not designed to be interpreted as a comprehensive inventory of all duties and responsibilities and qualifications required of employees assigned to this position. This job description is not an employment contract. The employer reserves the right to modify this job description at any time without prior notice.

Incumbent signature/Date

Supervisor signature/Date

Director signature/Date

Source: Chesterfield County, Virginia, Job Description, 2011.

Upon the approval of this report, the assistant superintendent for human resources and policy should work with other department and division leaders to determine those job descriptions that are currently being utilized in the district. An agreed upon plan and timeline for draft review and revision of those not updated during the last five years should then be provided for implementation within six months of acceptance of this report.

FISCAL IMPACT

This recommendation could be accomplished with existing staff and resources at no additional cost. Accepted practice by many organizations, both public and private, is to employ a firm that specializes in job description development and revision to accomplish this task. If it is determined that this course is the most efficient and effective for the district, cost estimates should be procured and should be considered during the FY 2012 annual budget development process.

2.4 Recruitment and Employment of Personnel

The most critical function of any human resources division is the recruitment and employment of a high quality workforce. In order to hire for new positions and to fill vacated positions, human resources leaders must regularly communicate and coordinate with the budget department as well as principals and other supervisors regarding their current and pending workforce needs.

Exhibit 2-9 shows the number of current employees by major job classification. As can be seen, for 2010-11, there were a total of 1,483 employees with 947 (64%) classified as professional employees and 536 (36%) classified as service personnel. Thus a major portion of district funding for salaries is focused on professional and instructional personnel.

**EXHIBIT 2-9
HARRISON COUNTY SCHOOLS
NUMBER OF EMPLOYEES BY CLASSIFICATION
FY 2009 – FY 2011**

SCHOOL YEAR	2008-09	2009-10	2010-11
Professional Employees	931	929	947
Service Employees	531	532	536
Total employees	1,462	1,461	1,483

Source: Harrison County Schools Preliminary Budget Report, July 1, 2011.

Student enrollment has decreased slightly over the past three years while the number of professional employees has increased slightly over the same period.

The increase in professional employees is due primarily to the increasing number of program requirements and special needs students. Even though West Virginia statute requirements for employment are highly specific and time consuming, the human resources division has been able to successfully fill most teacher vacancies but continues to be challenged by an insufficient supply of qualified special needs teachers.

The number of new hire professional and service staff employees hired, transferred, retired, or resigned over the past three years is shown in **Exhibit 2-10**. As can be seen the human resources division has facilitated the employment or transfer of an average of 189 professional, 118 service, and 110 substitute employees annually. In addition to new hires, the division annually processes an average of 59 professional and 17 service retirements and resignations.

**EXHIBIT 2-10
HARRISON COUNTY SCHOOLS
HUMAN RESOURCES WORKLOAD ANALYSIS
2009-12**

Hire: Includes employment of new personnel for regular employment AND for summer employment. Summer employment usually hires regular employees but still requires the same processing as regular employment. These figures do not include extracurricular positions, which require similar processing in collecting “bids” but do not require as detailed an analysis to determine proper candidates to hire.

Type of employment	Year	Hire	Transfer and Assign	Retirement / Resignation / Termination
Professional	2009-2010	146	85	72
	2010-2011	128	121	57
	2011-2012	38	49	17
Service	2009-2010	64	113	28
	2010-2011	52	82	17
	2011-2012	20	22	3
Substitute	2009-2010	178	n/a	92
	2010-2011	142	n/a	85
	2011-2012	10	n/a	72

Source: Harrison County Human Resources Division, September 2011.

FINDING

West Virginia has enacted highly specific statutory requirements that limit local district employment practices.

State statutes specify a step-by-step process for the employment of both professional and service staff. Included among statutory provisions are both the qualifications and testing requirements for classifications of personnel. In addition, once initial requirements are met, candidates currently employed by the district must be hired first according to district seniority.

The impact of these statutes has been that local school districts must complete and maintain extensive job posting and applicant bidding paperwork. In addition, districts often must contract with the Regional Education Service Agency (RESA) in their area to fill highly competitive positions in order to avoid employing a person with paper qualifications but lacking other skills or characteristics that are needed.

Consequently, the human resources division has not been able to implement a formal recruitment and employment plan to meet these challenges, even though the district, in most cases, has been able to hire sufficient numbers of employees (often through the use of RESA employed staff).

Exhibit 2-11 shows the number of district staff employed by RESA 7 and assigned to HCS for 2009-10 and 2010-11.

**EXHIBIT 2-11
HARRISON COUNTY SCHOOLS
RESA EMPLOYEES ASSIGNED OR WORKING IN**

2009-10		2010-11	
NUMBER		NUMBER	
Full Time	Hourly	Full Time	Hourly
13	17	15	47

Source: HCS Human Resources Division, August 2011.

RECOMMENDATION 2-6:

Work with local and state representatives for the enactment of provisions of state employment statutes to allow local boards to implement employment policies that are fair and equitable while being less restrictive than existing statute requirements.

Enactment of permissive provisions in statutes is common practice among both state and federal legislative bodies. For example, the federal “Affordable Health Care Act” provides waiver provisions that allow various organizations to exempt themselves from requirements of the law. A comparable waiver provision should be considered by West Virginia to permit school districts to hire the best qualified candidates for jobs.

This recommendation should be implemented upon acceptance and approval of this report.

FISCAL IMPACT

The implementation of this recommendation can be accomplished at no additional cost. Dramatic improvements in efficiency of employment processes should result due to the potential reduced need for extensive paperwork and record keeping to circumvent the state controls and requirements.

FINDING

The district does not have an aggressive recruitment and employment plan which can result in failure to adequately replace retiring and resigning employees as the numbers increase.

The aging of the workforce is another issue that supports implementation of a more formal professional and service staff recruitment and employment plan. As increasing numbers of employees reach retirement age, it should be anticipated that increasing numbers of employees will choose this option.

Exhibit 2-12 shows the number of employees who are age 50 or older who are likely to reach retirement age in the next few years. In addition, the actual number of persons who resigned or retired from the district over the past two years is shown in **Exhibit 2-13**. As can be seen over 150 employees resigned or retired in the two-year period and, based on figures in **Exhibit 2-12**, nearly 50 percent of all employees are nearing retirement age.

**EXHIBIT 2-12
HARRISON COUNTY SCHOOLS
NUMBER OF EMPLOYEES 50 YEARS OF AGE AND OLDER
2010-11**

	NUMBER	TOTAL EMPLOYEES	PERCENT OF TOTAL EMPLOYEES
Professional	399	947	42%
Service	322	536	60%

Source: Harrison County Preliminary Budget, July 1, 2011 – June 30, 2012.

**EXHIBIT 2-13
HARRISON COUNTY SCHOOLS
NUMBER OF EMPLOYEES WHO RESIGNED OR RETIRED
2009-11**

	2009-10	2010-11
Professional	57	62
Service	22	13
Total	79	75

Source: HCS Human Resources Division documents, August 2011.

Even though student enrollments may remain static, the district should plan for replacement of employees who resign or retire.

In all organizations, both public and private, planning for workforce replacement is critical to the strategic stability and overall success of the enterprise. School districts across the nation must increasingly plan to meet the challenges presented by the potential retirements of the “baby boom” generation over the next decade. In addition, as current economic conditions begin to show improvement, additional options available to potential employment candidates results in a more competitive environment for hiring.

RECOMMENDATION 2-7:

Develop and implement an employee recruitment and employment plan designed to increase the available pool of qualified candidates for work force replacement.

The implementation of this recommendation should result in enhanced numbers of candidates for all jobs posted for the school district. The plan should be updated annually and become part of the goals and objectives of the human resources division.

School district recruitment and employment planning requires that the number of students and the anticipated revenue for the next employment year be estimated. Used in conjunction with resignation and retirement trend data to help determine the number of replacements needed, an annual forecast of workforce employment requirements should be developed in conjunction with the budget. This forecast should then be used in the development of recruitment and employment plan designed to meet the needs of the district. Included in this planning process is an annual review of candidate application and district employment processes and practices for efficiency and effectiveness of operations. Employment goals, targets and strategies should be established that can be measured for performance results at critical times during the annual school year employment cycle.

Upon approval of this report, the assistant superintendent for human resources and policy should immediately meet with budget planners and school principals to initiate a job forecasting, recruitment and employment plan in conjunction with the development of the FY2013 budget development process.

FISCAL IMPACT

The implementation of this recommendation can be accomplished within the existing budget and should not require additional funding beyond that expected due to routine budget changes that occur from year to year. If the district is able to replace employees who retire with new hires at lesser salaries, the overall budget cost per employee could be reduced.

2.5 Personnel Budget and Compensation

District salaries are based on the state mandated minimum salary schedule for both professional and service employees. In addition, local school boards may provide additional funding to support salary schedules through voter approved excess levy property taxes every five years.

In 2010, Harrison County voters approved the most recent levy which will help insure that funding will be available for the BOE to continue providing salary supplements to the

state minimum salary schedule. This should allow HCS to maintain its competitive salary and compensation position.

FINDING

Annual salary and compensation comparisons with comparable school districts can be developed with available data provided through the WVEIS.

West Virginia annually establishes mandated minimum salary schedules for all employee groups across the state. For example, according to the West Virginia Department of Education Basic State Aid Calculation Results (#908 Report), the minimum average state salary last year across the state was \$40,979 for professional employees and \$22,154 for service employees.

In addition to the basic state rate, local boards of education may add a local supplement to boost salaries to improve the compensation of its employees. **Exhibit 2-14** shows the relative average annual salaries for both professional and service personnel in Harrison County in comparison to Putnam and Raleigh peer counties which have comparable student enrollments over the past three years.

Although HCS average salaries have remained relatively constant, the district has been able to maintain its competitive salary position by adding additional salary dollars from the excess tax levy. This commitment should help the district continue to recruit and hire adequate numbers of employees and contribute to a stable workforce with high level employee morale.

**EXHIBIT 2-14
HARRISON COUNTY SCHOOLS AND PEERS
PROFESSIONAL AVERAGE ANNUAL SALARY**

	HARRISON	PUTNAM	RALEIGH
2008-09	\$47,393	\$49,012	\$45,961
2009-10	\$47,283	\$49,205	\$46,323
2010-11	\$46,600	\$48,942	\$46,460
SERVICE AVERAGE ANNUAL THREE COUNTY SALARY COMPARISONS			
2008-09	\$25,560	\$25,769	\$24,841
2009-10	\$25,618	\$25,926	\$25,174
2010-11	\$25,562	\$25,954	\$25,262

Source: West Virginia Employee Information System: Report EDA025p1, August 30, 2011.

Interviews revealed that a significant percentage of both professional and service employees agree their salary levels are competitive within the region and state. Even though almost all persons interviewed expressed a need for a higher salary, a majority of

interviewees agreed their salary levels were adequate and competitive for the training and job duties required in their position in this region of the country.

COMMENDATION 2-D:

The board of education is committed to providing competitive salaries for both professional and service employees, which contributes to employee satisfaction and stability of the workforce.

RECOMMENDATION 2-8:

Determine competitive salary status with peer districts and attempt to maintain or enhance a competitive position with regard to salaries.

Although annual comparisons of salaries with other school districts can be difficult to accomplish, it is critical that relative salaries remain competitive. In order to attract an adequate pool of qualified job candidates, to enhance employee morale, and to maintain relative salary competitiveness, the district should include provisions for comparable salary increases in the annual budget. According to statements provided during interviews with employee representatives and supervisors, HCS is recognized for having competitive salaries that are perceived to enhance both employee morale and retention.

FISCAL IMPACT

The actual cost of implementation of this recommendation cannot be determined at this time. The annual cost increases associated with salaries should be estimated as part of the annual budget development process for each fiscal and school year.

FINDING

In compliance with state funding requirements, HCS provides both paid as well as unpaid leaves of absence from the worksite for all employees eligible for benefits.

Limits on leave accrual and usage are clearly defined in Board policy which ensures consistent application of rules and procedures to both monitor attendance and to help control costs

Eligible employees are most often absent according to sick, personal, or professional reasons. Board policy provides for the accumulation and use of sick, personal, professional, vacation, jury duty, and out of contract days.

The cost of hiring substitutes for absent employees can be a major expense to the district budget. In addition, productivity in terms of service staff performance as well as instructional program delivery quality may be compromised. **Exhibit 2-15** shows the total budget cost of \$3,474,514 for HCS substitutes for both professional and service employees over the past three years. Due to possible variances in local district rules regarding the hiring of substitutes for various classifications of employees, development of comparison data might prove unreliable. Due to the ongoing budget expense, however, enactment of a policy to encourage employee attendance is warranted.

**EXHIBIT 2-15
HARRISON COUNTY SCHOOLS
THREE YEAR SUBSTITUTE SALARY BUDGET COMPARISON
2008-09 THROUGH 2010-11**

	2008-09	2009-10	2010-11
Professional	\$529,387	\$629,188	\$774,270
Service	\$508,236	\$435,793	\$595,640
Total Budget	\$1,037,623	\$1,064,981	\$1,369,910

Source: HCS Human Resources Division, August 2011.

The number of paid absences for sick, personal and professional leave reasons for the past two years is shown in **Exhibit 2-16**.

**EXHIBIT 2-16
HARRISON COUNTY SCHOOLS
TWO-YEAR EMPLOYEE ABENCES BY LEAVE TYPE
2009-10 THROUGH 2010-11**

	SICK DAYS	PERSONAL DAYS	PROFESSIONAL DAYS	TOTAL DAYS
2009-10	7,379	1,569	2,386	11,334
2010-11	7,455	1,388	2,423	11,266

Source: HCS Human Resources Division, August 2011.

Exhibit 2-17 shows a copy of the recently approved HCS Employee Attendance Incentive Plan which was enacted in alignment with the state plan. This policy provides annual attendance incentives of up to \$1,200 for professional and up to \$1,020 for service personnel for “zero days taken during the fiscal year.”

**EXHIBIT 2-17
HARRISON COUNTY SCHOOLS
ATTENDANCE INCENTIVE POLICY**

File: 3107

Series 3000 – Personnel

Section 3100 – General Provisions

Policy 3107 – Personal Leave Incentive Program

- 3107.1 The Harrison County Board of Education hereby establishes a Personal Leave Incentive Program for regular professional and service personnel. Section 18A-4-10A states that County Board of Educations are authorized to pay their employees or to defined groups thereof, for the purpose of reducing absenteeism, a bonus at the end of an employment term for each unused day of personal leave accumulated by the employee during that employment term.
- 3107.2 A full time employee must have accumulated a minimum total of twenty-five (25) personal leave days as an employee of the Harrison County Board of Education prior to July 1 of the year in which the employee participates to be eligible. A half time employee must have accumulated a minimum total of twelve and one half (12.5) personal leave days as an employee of the Harrison County Board of Education prior to July 1 of the year in which the employee participates to be eligible.
- 3107.3 A full time employee must not use more than five (5) leave days to be eligible to participate in the program. Days taken as personal leave days, including leave without cause days, and days without pay (leave without compensation), shall for the purpose of this policy, be counted as days expended toward eligibility for participation during the fiscal year covered by the plan. A half time employee must not use more than two and one half (2.5) leave days to be eligible to participate in the program. Days taken as personal leave days, including leave without cause days, and days without pay (leave without compensation), shall for the purpose of this policy, be counted as days expended toward eligibility for participation during the fiscal year covered by the plan.
- 3107.4 Contribution of personal leave days to the Personal Leave Bank shall not have any effect on incentive pay to which an employee is entitled.
- 3107.5 A full time professional employee may earn up to \$1,200 (beginning base amount) for zero days taken during the fiscal year. For each day taken (maximum of 5 days), a total of \$125 will be deducted from the base amount. A half time professional employee may earn up to \$600 (beginning base amount) for zero days taken during the fiscal year. For each day taken (maximum of 2 ½ days), a total of \$62.50 will be deducted from the base amount.
- 3107.6 A full time service employee may earn up to \$1,020 (beginning base amount) with zero days taken during the fiscal year. For each day taken (maximum of 5 days), a total of \$105 will be deducted from the base amount. A half time service employee may earn up to \$510 (beginning base amount) with zero days taken during the fiscal year. For each day taken (maximum of 2 ½ days), a total of \$52.50 will be deducted from the base amount.

Harrison County Board of Education
Revised: July 12, 2011

Page 1 of 1

Source: HCS website, September 2011.

COMMENDATION 2-E:

The board of education implemented a Board Policy Incentive Plan to encourage attendance for both professional and service employees.

2.6 Professional and Service Staff Training and Development

West Virginia requires that all employees complete 18 hours of training and development annually. The human resources division maintains employee records of participation and is required to ensure district compliance with this requirement. The school district's Five-Year Strategic Plan, under the direction of the Superintendent, guides the annual planning of training activities accordingly.

FINDING

HCS developed and implemented a Five-Year Strategic Plan according to state requirements in September 2010. This strategic plan requires that each school develop a specific-needs professional learning community plan aligned with the district plan. All school based personnel staff development activities must be in alignment with and support the local school plan.

Staff training and development training activities for school based personnel are developed and approved according to the instructional needs identified in each school plan. All employees are required by the state to complete 18 hours of training annually. The human resources division supports this effort by maintaining records of employee training activity participation to ensure compliance with this requirement.

COMMENDATION 2-F:

Professional school-based personnel training and development activities in the Professional Learning Community Plan for each school are aligned with the district's strategic plan.

3.0 *FINANCIAL MANAGEMENT*

3.0 FINANCIAL MANAGEMENT

This chapter reviews the business and financial operations of Harrison County Schools (HCS). Financial management includes the functions of accounting, budgeting, purchasing, warehouse management and risk management. This chapter is organized into five sections as follows:

- 3.1 Financial Services Overview
- 3.2 Financial Structure, Accounting, and Reporting
- 3.3 Budget Management
- 3.4 Purchasing and Warehouse Management
- 3.5 Risk Management

Although the education of students is the major responsibility of HCS, management of the resources that allow the district to provide an effective educational experience for students is critical. Prior to addressing the specific issues relating to HCS, it is important to understand the basic responsibilities associated with the business and financial management operation of a school district. They include:

- An integrated mechanism to translate the district's goals into financial terms.
- Effective financial control and efficient processing of day-to-day financial activities.
- A financial and operational structure to support efficient management of district assets.
- Useful financial information provided to the board of education (BOE) and the various budget managers within the district.
- A budget development process that will result in a document that effectively communicates to the board of education and the community where resources are allocated and the value to be gained from these allocations.

CHAPTER SUMMARY

Commendations in this chapter include:

- Commendation 3-A** The finance division maintains an effective process for managing the day-to-day accounting activities.
- Commendation 3-B** The finance division and the staff assigned to manage financial activities at the schools implemented an improved method of accounting for student activity funds.
- Commendation 3-C** The finance division completes the annual audits of the schools well within the time frame required by WVDE.
- Commendation 3-D** The district implemented more efficient methods of managing the resources for the child nutrition program.
- Commendation 3-E** The finance division prepares a comprehensive monthly financial report for the board of education.

- Commendation 3-F** The finance division provides updated financial information to budget managers in a timely manner.
- Commendation 3-G** The finance division prepared the 2010-11 Preliminary Budget in a manner which resulted in the receipt of the ASBO Meritorious Budget Award.
- Commendation 3-H** The board of education identified its mission and core beliefs and identified goals for 2011-12 consistent with NACSLB Principle 1.
- Commendation 3-I** The district has implemented the online eSchoolMall system for purchasing.
- Commendation 3-J** The purchasing department actively participates in national purchasing cooperatives and uses the West Virginia bids when these programs can provide HCS with the most favorable pricing for products and services.
- Commendation 3-K** The finance division implemented the purchase-card program in the maintenance department and for a limited number of administrators.
- Commendation 3-L** The finance division supports an effective warehouse program.
- Commendation 3-M** HCS aggressively seeks lower premiums for workers' compensation coverage.
- Commendation 3-N** The administrative assistant for safety security and student attendance initiated formal safety training programs for support personnel.

The following recommendations are included in this chapter:

- Recommendation 3-1** Revise the contract with the HCS auditing firm to specify that the HCS audit should be completed for presentation to the board of education during the month of December following the end of the current fiscal year.
- Recommendation 3-2** Ensure that the audited annual financial report for the current year and the previous two years are available on the HCS website.
- Recommendation 3-3** Prepare a Comprehensive Annual Financial Report (CAFR) that will meet the requirements for a Certificate of Excellence in Financial Reporting from ASBO with completion of the June 30, 2013 Report.
- Recommendation 3-4** Review financial reports with department heads to ensure they know how to read the reports and that they are responsible for the departmental budget.
- Recommendation 3-5** Develop a strategic plan tied to measurable objectives and use it as the foundation for the development of future budgets.

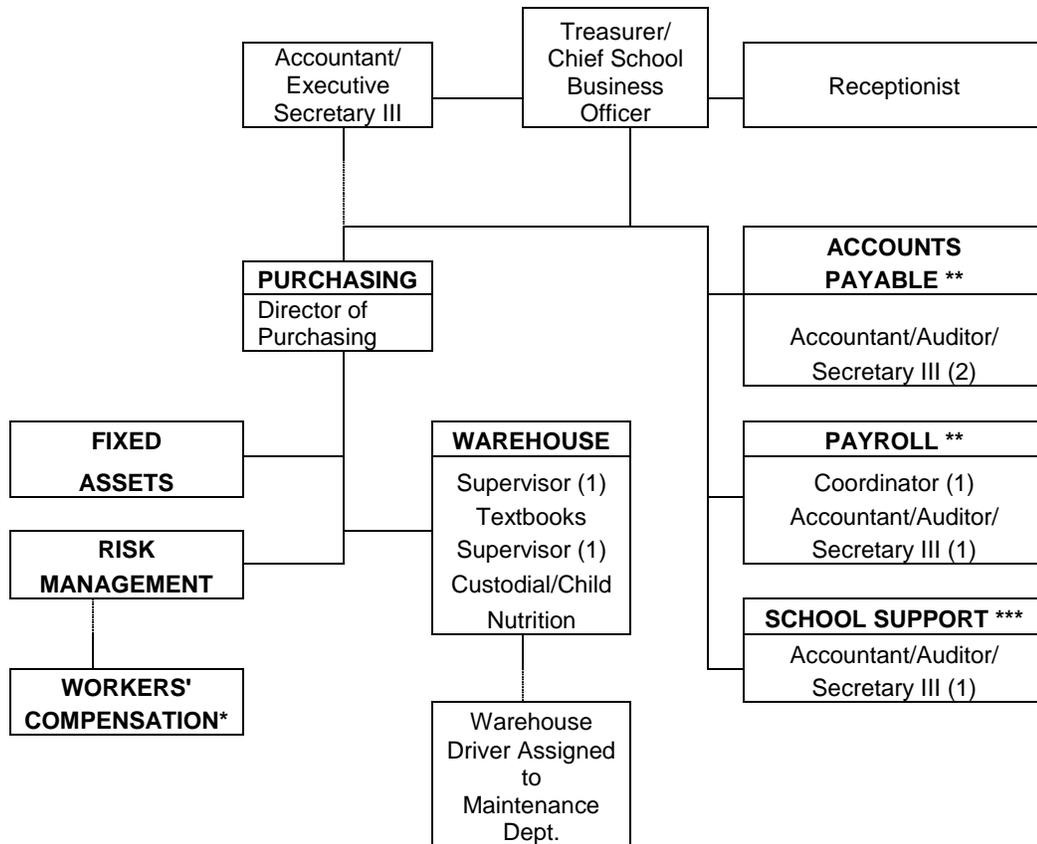
- Recommendation 3-6** Research information available on the NACSLB website and restructure the HCS budget document to reflect the fiscal and programmatic impacts of policy decisions.
- Recommendation 3-7** Create a fund 12 excess levy and account for all of the excess levy activities in this separate fund.
- Recommendation 3-8** Establish a permanent improvement fund to account for the accumulation of resources and subsequent expenditures for capital improvement activities associated with the excess levy program.
- Recommendation 3-9** Replace the current budget request form with specific forms designed to separate general operating budget requests from facility maintenance or capital improvement requests.
- Recommendation 3-10** Provide information in the budget document that identifies the number of employees and other resources by program/organizational unit.
- Recommendation 3-11** Conduct a complete inventory of the copiers in use throughout the district and determine economies of scale available in a district-wide agreement with a single copier vendor.
- Recommendation 3-12** Establish a policy and related procedures to ensure that all contracts are coordinated by the director of purchasing and that the director of purchasing is assigned the responsibility for overseeing the contract management function.
- Recommendation 3-13** Establish the inventory as an asset on the balance sheet of the general current expense fund.
- Recommendation 3-14** Eliminate the in-house printing operation, purchase multi-copy forms and color printing jobs from local printing vendors, and stock the multi-copy forms in the warehouse.
- Recommendation 3-15** Prepare an annual report summarizing the most recent three years activity for the various insurance programs and present it to the board of education.
- Recommendation 3-16** Prepare, in conjunction with the insurance carrier, an annual report on the workers' compensation program for the board of education.

3.1 Financial Services Overview

The financial operations of HCS are the responsibility of the treasurer/chief school business official (CSBO). These operations control the collection, disbursement, and accounting for federal, state, and local resources, purchasing services, and risk management. An additional financial activity, warehouse management is a joint responsibility of the CSBO and the director of maintenance.

Exhibit 3-1 shows the current organizational structure associated with the financial management of HCS. The CSBO has four service areas: purchasing (which includes fixed assets, risk management, workers' compensation, and warehouse); accounts payable; payroll; and school support. Workers' compensation is actually managed by the administrative assistant safety & security and student attendance in the maintenance department. The CSBO and the director of purchasing share an accountant/executive secretary position. The district receptionist also reports to the CSBO. All of the accountant/auditor/secretary positions also perform school audits. There are 10 total positions assigned to the finance division.

**EXHIBIT 3-1
HARRISON COUNTY SCHOOLS
FINANCE DIVISION
ORGANIZATION CHART 2010-11**



Source: HCS, Finance Division, 2011.

Note 1 - Total of 10 positions assigned to the Finance Division

* Workers' Compensation managed by Administrative Assistant, Safety & Security & Student Attendance/Activities in the Maintenance Department

** All of the Accountant/ Auditor/ Secretary III positions perform school audits

*** The Accountant/Auditor/Secretary III coordinates the school audits

The financial activities of HCS are required to be in compliance with rules promulgated by the West Virginia Department of Education (WVDE) in compliance with West Virginia Code §18-9B-5 which provides for a uniform system of budgeting. These rules are

incorporated in Policy 8100 which contains the *Handbook for School Finance in West Virginia*. Policy 8100 states:

An effective finance system is a significant management tool for planning and for accountability. Such a system insures that the resources will be safeguarded and used for the benefit of the children in each of the school districts. Financial records must be systematically developed and maintained to provide reliable financial information which forms a basis for program evaluation, compliance with legal provisions and developing public confidence in the school system.

The county board of education's budget translates educational needs into a financial plan. This plan should reflect the educational priorities set at the local and state levels. The budget should balance revenues and expenditures, and sound fiscal management should protect its integrity. Periodic audits provide assurance that financial statements are presented fairly and applicable laws are followed.

West Virginia Code 18-9B-5 and 18-9B-9 charges the West Virginia Foard of Education with formulating and prescribing a uniform system of school district budgeting and accounting for the use of all county districts. The regulations governing school district budgeting are contained in the Handbook for School Finance in West Virginia.

The *Handbook* provides very specific requirements for the accounting, management, and reporting of financial activities for the school districts in West Virginia. The *Handbook* was prepared in 1990 and it is out of date.

3.2 Financial Structure, Accounting, and Reporting

The overall financial structure for a government organization provides the foundation upon which the programs provided by the entity can be organized and financed. This structure is based upon a fund structure and a set of generally accepted accounting principles (GAAP) for governments that have evolved over a period of years and are currently promulgated by the Government Accounting Standards Board (GASB).

In fund accounting, accounts are organized within various funds with each being considered to be a separate accounting entity. Each fund contains a separate, self-balancing set of accounts used to account for resources that are segregated for specific purposes in accordance with special regulations, restrictions, or limitations. Resources are allocated to and accounted for in individual funds based upon the purpose for which they are to be spent.

The various funds used in governmental accounting are grouped into separate categories as follows:

- **Governmental Funds**

- **General Fund** – This fund typically accounts for the majority of the general operating activities of the school district. It is defined as the fund used to

account for all financial resources except those required to be accounted for in another fund.

- **Special Revenue Funds** – These funds are established *to account for the proceeds of specific revenue sources (other than major capital projects) that are legally restricted to expenditures for specified purposes.*
- **Debt Service Funds** – Debt service funds are used *to account for the accumulation of resources for, and the payment of, general long-term debt principal and interest.*
- **Capital Projects Funds** – These funds are *utilized to account for financial resources to be used for the acquisition or construction of major capital facilities (other than those financed by proprietary funds and trust funds).*

■ **Proprietary Funds**

- **Enterprise Funds** – An enterprise fund may be used *to report any activity for which a fee is charged to external users for goods or services. In an ideal environment, these funds should be designed to recover all of the costs associated with the provision of services.*
- **Internal Service Funds** – Internal service funds are used *to report any activity that provides goods or services to other funds, departments, or agencies of the primary government and its component units, or to other governments, on a cost reimbursement basis.* The goal of an internal service fund should be to measure the full cost of providing services for the purpose of fully recovering that cost through fees and charges to the user schools or departments.

■ **Fiduciary Funds**

- **Private Purpose Trust Funds** – These funds may be used *to report any trust arrangement not properly reported in a pension trust fund or an investment trust fund under which principal and income benefit individuals, private organizations, or other governments.*
- **Agency Funds** – Agency funds are used to account for situations where the government's role is purely custodial. All assets in the fund are offset by a liability to the party on whose behalf they are held.

3.2.1 Fund Structure – West Virginia and Harrison County Schools

The fund structure as well as the overall chart of accounts for school districts in West Virginia is mandated by WVDE. The following is a list of the fund options for school districts in West Virginia. Those funds used by HCS are noted.

- **General Current Expense Fund** – Accounts for all financial resources except those required to be accounted for in another fund. The following are subsidiary funds in this category:

- **County (Used by HCS)** – Accounts for the general operations of the county board of education.
 - **Excess Levy (Optional, but required if identified in the levy call - Not used by HCS)** – Accounts for the proceeds and expenditure of excess levy monies if required in the levy call to be accounted for in a separate fund.
 - **Multi-County Vocational Center (HCS is fiscal agent for the United Technical Center but this fund is not included in the financial records of HCS)** – Accounts for the operations of the multi-county vocational centers.
 - **Regional Education Service Center (HCS is the fiscal agent for the Region VII RESA but this fund is not included in the financial records for HCS)** – Accounts for the operations of the regional education service agencies.
 - **Trust/Agency (Fiscal agent activities for the United Technical Center and Region VII RESA are treated as agency funds in the HCS financial system; Student Activity Funds are also treated as Agency funds)** – Accounts for operations of material trust funds or fiscal agent activity for another entity.
- **Debt Service Fund (Used by HCS)** – Accounts for the accumulation of resources for, and the payment of, general long-term debt, principal and interest.
 - **Bond Construction Fund (Not used by HCS, no current bond resources)** – Accounts for the financial resources used to acquire or construct major capital facilities.
 - **Permanent Improvement Fund (Not used by HCS)** – Accounts for the accumulation of resources and subsequent expenditures for capital improvement activities. The proceeds of the fund must be used only for the support of building and capital improvement projects and cannot be transferred out.
 - **Capital Projects Fund (Used by HCS)** – This fund accounts for financial resources used to acquire or construct specific major capital facilities other than by the sale of bonds or the reservation of monies in a permanent improvement fund.
 - **Special Revenue Fund (Used by HCS)** – Accounts for the financial resources of the district which are restricted either legally or by the grantor.
 - **Special Revenue Fund – American recovery and Reinvestment Act (ARRA) of 2009 Funding (Used by HCS)** – Accounts for the financial resources received through the American Recovery and Reinvestment Act (ARRA). Activities in this fund were completed in 2010-11.

3.2.2 Accounting Services

The basic accounting services provided by the finance division include accounts payable, payroll, general ledger, school support, and internal auditing.

FINDING

A review of the general ledger, payroll, accounts payable, and other basic financial/accounting activities for HCS indicates that these fundamental procedures are being well managed and are providing the necessary support to others within the district.

All of the accounting activities for HSC and other school districts in West Virginia are maintained on the West Virginia Education Information System (WVEIS). This system appears to be functioning well for HCS.

COMMENDATION 3-A:

The finance division maintains an effective process for managing the day-to-day accounting activities.

FINDING

HCS acquired the School Funds Online system during the 2010 fiscal year to upgrade the accounting support for the school-based student activity funds.

This system has resulted in improved management of the student activity funds and the feedback from school-based staff responsible for maintaining these records indicates the system is easier to use and provides improved information.

COMMENDATION 3-B:

The finance division and the staff assigned to manage financial activities at the schools implemented an improved method of accounting for student activity funds.

FINDING

The staff of the finance division annually completes the previous school year student activity fund audits for every school prior to the end of December.

The *Accounting Procedures Manual for Public Schools in the State of West Virginia* requires:

County boards of education are responsible for ensuring that the annual examination is conducted of the financial records of every school within the county. The examination is to be completed and the report issued within twelve months after the end of the fiscal year.

COMMENDATION 3-C:

The finance division completes the annual audits of the schools well within the time frame required by WVDE.

FINDING

Two significant activities have taken place in the child nutrition program:

- A position was eliminated in April 2010 and a lock box program was introduced for use with revenues received by the child nutrition program. This resulted in an estimated savings of \$51,000 annually.
- The district now accepts credit card payments for the child nutrition program through the use of new software provided by WVDE. This system allows for on-line payments that interface with the billing software. It is anticipated that delinquent accounts will decrease by approximately five percent.

COMMENDATION 3-D:

The district implemented more efficient methods of managing the resources for the child nutrition program.

3.2.3 Financial Reporting

HCS and all other districts in West Virginia use the financial management component of the WVEIS for financial management and reporting. Financial reports provided by the finance division include the following:

- **Annual Financial Report** – This report is required per West Virginia Code §18-9-3a and must be prepared within ninety days after the beginning of each fiscal year.
- **Audited Annual Financial Report** – This is the annual financial report required by West Virginia Code §6-9-1 which requires each school district to prepare an audited annual financial report that is prepared in compliance with GAAP as defined by GASB
- **Interim financial reports for the board of education** – The Handbook for School Finance in West Virginia requires the following:

Financial affairs of a county board of education should be on the board's agenda at least monthly. At these meetings, the board's chief financial officer should provide a written financial report, containing full information on each account balance, year-to-date expenditures and receipts, the month's purchases and encumbrances, and any other fiscal matters of more than a routine interest.

- **Interim financial reports for budget managers** – These reports should include budget to actual information for schools and departments and provide the availability for the budget managers to review the monthly transactions.

Annual Financial Report

This report is submitted to WVDE. It is presented in a format similar to the audited annual financial report, but has not been audited, thus, there is no report from the auditors indicating the report presents fairly, in all material respects, the respective financial position of the district. Also excluded from this report is the single audit which is a report relating to compliance requirements described in the U.S. Office of Management and Budget (*OMB Circular A-133 Compliance Supplement*) that are applicable to each of the major federal programs in which HCS participates.

This report provides unaudited financial information that is used by WVDE and HCS. WVDE analyzes revenue and expenditure accounts as well as the fund balance to support activities associated with various programs such as transportation that impact the state allocations for these services. HCS uses this information in the preparation of the annual budget for the following year

Audited Annual Financial Report

West Virginia Code §6-9-1 requires each school district to prepare an audited annual financial report that is prepared in compliance with GAAP as defined by GASB.

The audited annual financial report is the final event in the annual planning and budgeting process as the school system completes the financial cycle and lays the foundation for the next budgeting process. There can often be variances between the two reports; however, these are usually of immaterial amounts.

FINDING

The audit of the annual financial report for HCS for the past three years has not been completed in a timely manner.

The audited annual financial reports for the years ended June 30, 2008, 2009, and 2010 were completed on March 27, 2009, March 25, 2010, and March 25, 2011, respectively. In each case the report became available nine months after the end of the fiscal year and just three months prior to adoption of the following year's budget.

Part of this issue involves the procedures and expectations of the state auditor's office. Materials provided by the state auditor's office involving requirements for school districts preparing request for proposals for audit services are provided in the *Procedures Manual for Procuring and Conducting Audits and Reviews of Local Governments*, which was revised most recently in August 2007. The manual states:

*The CPA should provide you with the **Data collection Form for Reporting on Audits of State, Local Governments, and Non-Profit Organizations** upon the issuance of the audit. Depending on the specific instructions of the firm you will be responsible for ensuring the form is*

sent along with the applicable number of audit reports by the Circular A-133 deadline of nine months to the following address:

This deadline has apparently become the standard date for completion of the audits for the school districts and other governmental jurisdictions in West Virginia. **Exhibit 3-2** identifies the release dates for annual financial reports of the major local governmental entities in Harrison County.

**EXHIBIT 3-2
HARRISON COUNTY SCHOOLS
ANALYSIS OF SINGLE AUDIT RELEASE DATES
GOVERNMENTAL ENTITIES IN HARRISON COUNTY
FISCAL YEARS ENDING JUNE 30, 2008, 2009, AND 2010**

GOVERNMENTAL ENTITY	FISCAL YEAR END	RELEASE DATE OF ANNUAL AUDIT			AVERAGE MONTHS TO COMPLETE AUDIT	AUDITOR
		2008	2009	2010		
Harrison County Board of Education ¹	6/30	3/27/09	3/25/10	3/25/11	9	Tetrick & Bartlett
Benedum Airport Authority	6/30	10/21/08	1/5/10	12/1/10	5	Tetrick & Bartlett
City of Bridgeport	6/30	12/29/08	12/18/09	2/14/11	7	Tetrick & Bartlett
City of Clarksburg	6/30	1/20/09	2/17/10	3/3/11	8	State Auditor
Central West Virginia Transit Authority	6/30	3/27/09	3/25/10	3/25/11	9	Tetrick & Bartlett
Harrison County Commission ²	6/30	1/29/10	7/29/10	1/31/11	17	State Auditor
RESA VII (1)	6/30	3/27/09	3/25/10	3/25/11	9	Tetrick & Bartlett

Source: West Virginia State Auditor's Office: Audit Reports.

¹ HCS is the fiscal agent for RESA VII.

² The Harrison County Commission Annual Financial Report for 6/30/2008 was not presented until 1/29/2010, 36 months after the end of the fiscal year. The reasons for this are unknown, however, there were issues identified in the audit relating to tax increment financing. The 2009 report was also late, 13 months after the end of the fiscal year. The 2010 audit was completed in 8 months.

The GFOA Best Practice, Improving the timeliness of Financial Reports, states:

Financial reports are intended to meet the needs of decision makers. Accordingly, timeliness was identified as one of the characteristics of information in financial reporting in Concepts Statement No. 1 of the Governmental Accounting Standards Board (GASB), Objectives of Financial Reporting. To accomplish this objective, financial reports must be available in to inform decision making. Therefore, financial reports should be published as soon as possible after the end of the reporting period.

Financial reports are intended to meet the needs of decision makers. Accordingly, timeliness was identified as one of the characteristics of information in financial reporting in Concepts Statement No. 1 of the Governmental Accounting Standards Board (GASB), Objectives of Financial Reporting. To accomplish this objective, financial reports must be available to inform decision making. Therefore, financial reports should be published as soon as possible after the end of the reporting period.

Legislative deadlines for submitting financial statements should be viewed as a minimum standard rather than as an ideal objective. The same holds true for the submission deadlines used by various award programs such as the GFOA's Certificate of Achievement for Excellence in Financial Reporting.

While the state annual financial report meets the GFOA timeliness requirements, the audited annual financial report, which is the document relied upon by financial institutions and represents the most reliable financial information pertaining to the district is not completed in a timely manner. The GFOA best practice is directed at both internal reporting and the audited annual financial reports.

RECOMMENDATION 3-1:

Revise the contract with the HCS auditing firm to specify that the HCS audit should be completed for presentation to the board of education during the month of December following the end of the current fiscal year.

This is not an unusual request as most school districts across the country complete the audited annual financial reports within four to six months after the end of the fiscal year. Implementation should result in meeting state guidelines.

Action on this implementation should be instituted by the Superintendent as soon as this report is accepted.

FISCAL IMPACT

Because implementation of this recommendation would cause a change in the accepted pattern for audits, there may be a slight increase in the fee for the audit. The specific amount is unknown.

FINDING

The audited annual financial report for HCS is not available on the district website. Although this report can be obtained from the website of the state auditor, this does not provide easy access to the information for those interested in reviewing the audited financial activities of HCS.

The GFOA best practice Web Site Presentation of Official Financial Documents states:

The GFOA encourages every government to use its web site as a primary means of communicating financial information to citizens and other interested parties.

RECOMMENDATION 3-2:

Ensure that the audited annual financial report for the current year and the previous two years are available on the HCS website.

Placement of the AFR on the website will benefit HCS by providing:

- **Heightened Awareness** – Many potential users of the district’s financial information may only discover that it is available because they find it on the HCS website.
- **Universal Accessibility** – Information furnished on a website is readily available to a wide range of potential users such as citizens, other governments, and the press without charge.

The CSBO should work with the information services division to add the annual financial reports for the past three years added to the HCS website as soon as this report is accepted.

FISCAL IMPACT

This recommendation can be achieved with only a few hours of the time of the CSBO and the director of technology or their staffs.

FINDING

The HCS audited Annual Financial Report does not meet the guidelines established for excellence in financial reporting recommended by both ASBO and GFOA to qualify as a comprehensive annual financial report (CAFR).

GFOA and the ASBO provide recommended standards for preparation of a CAFR. A governmental entity that meets these standards will receive a “Certificate of Achievement for Excellence in Financial Reporting.” To receive this type of reporting recognition, HCS must publish an easily readable and efficiently organized CAFR.

The requirements for an easily readable and efficiently organized comprehensive annual financial report include:

- **Introductory Section** – This section includes a letter from the chief financial officer that summarizes the fiscal operations and the strategic plan of the district, an organization overview, and a list of principal officers.
- **Financial Section** – This section includes the following:
 - Report of the Independent Auditor – This report should precede the financial statements and indicate that the audit was conducted in conformity with Generally Accepted Auditing Standards (GAAS) and that the financial statements present fairly the financial position of NVUSD.
 - Management’s Discussion and Analysis – These materials should precede the financial statements, provide financial highlights within the report, discuss the basic financial statements and provide a financial analysis of HCS as a whole.

- Basic Financial Statements – This section should include all of the government-wide and fund financial statements required by GASB 34.
- Notes to the Financial Statements – Included in this section is a Summary of Significant Accounting Policies and other notes that will disclose information such as pension plan obligations, accounts payable, risk management, and long-term obligations.
- **Statistical Section** – This section includes selected financial and demographic information generally presented on a multi-year basis.

The fact that HCS does not currently meet the requirements for the GFOA or ASBO award is not unusual for a West Virginia school district as only 10 public entities in the state qualified for the GFOA award including the state of West Virginia and the city of Charleston. No school districts have received an award for ASBO or GFOA.

The purpose of the program is to assure high quality financial reporting for governmental units. The most recent audited Annual Financial Report for HCS, June 30, 2010 contains the following sections:

- Financial Section
- Report of the Independent Auditor
 - Management's Discussion and Analysis
 - Basic Financial Statements
 - Notes to the Financial Statements
- Required Supplementary Information Section
- Supplementary Information Section
- Other Independent Auditor's Report Section
- Findings and Questioned Costs Section

Additional information for a report to be deemed to be a CAFR should have an Introductory Section that would include the following:

- List of Principal Officials – This is provided to identify the elected body and the top management staff responsible for the activities of the school district.
- Organization Chart – The organization chart provides useful information concerning the assignment of responsibilities within the district.
- Letter of Transmittal – Although the management's discussion and analysis is included in the report, the transmittal letter is designed to provide a means for management to express more subjective information to include:
 - Basic information about the government.
 - Summarize the budget process and identify the governmental funds for which budgets are appropriated.
 - Local economic issues such as unemployment, major industries, etc.

- Any long-term financial planning such as future capital programs or a building up of the fund balance.
- Any major initiatives being undertaken by the district that could have an impact on the financial position of the district in the future.

A final key piece of the CAFR is the inclusion of a Statistical Section. This section includes 10-year data relating to the district’s overall economic condition. This would include information such as outstanding debt ratios, property tax collections, demographic and economic indicators, and operating information such as the number of employees, enrollment data, student performance, and the like.

The current Annual Financial Report prepared by HCS contains only the basic financial information and does not provide a comprehensive picture of the financial position of the district.

RECOMMENDATION 3-3:

Prepare a Comprehensive Annual Financial Report (CAFR) that will meet the requirements for a Certificate of Excellence in Financial Reporting from ASBO with completion of the June 30, 2013 Report.

These awards represent best practices in governmental financial reporting and provide a comprehensive picture of the financial position of the district at the end of each fiscal year. Both ASBO and GFOA organizations provide a checklist guide to all of the financial statements and other information required to achieve such an award. The fact that no school districts in West Virginia prepare a CAFR should not deter HCS from seeking to prepare an annual financial report that is consistent with the best practices nationally.

The CSBO should research the requirements for this award in conjunction with development of the 2010-2011 audit and be prepared to provide a CAFR that meets ASBO requirements for the period ending June 30, 2012.

FISCAL IMPACT

There is a fee assessed by ASBO to participate in the program based on total district revenues. The annual cost starting in Year 2 is estimated at \$1,000. The five-year cost could be \$4,000 assuming implementation in Year 2 and the subsequent three years following receipt of this report.

RECOMMENDATION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Submit CAFR for Certificate of Excellence in Financial Reporting	\$0	(\$1,000)	(\$1,000)	(\$1,000)	(\$1,000)

FINDING

The monthly financial reports provided to the BOE are comprehensive and include financial information pertaining to RESA 7 and the United Technical Center, two entities

for which HCS is the fiscal agent. This report meets the requirements identified in the West Virginia Handbook which state:

Financial affairs of a county board of education should be on the board's agenda at least monthly. At these meetings, the board's chief financial officer should provide a written financial report, containing full information on each account balance, year-to-date expenditures and receipts, the month's purchases and encumbrances, and any other fiscal matters of more than routine interest.

COMMENDATION 3-E:

The finance division prepares a comprehensive monthly financial report for the board of education.

FINDING

Each department and school receives a monthly financial report from the finance division.

These reports provide financial information for each program/function to include the budget, year-to-date expenditures, encumbrances, and remaining balance. These reports provide the necessary basic information for the budget managers and if there are questions, they have access to the transactions supporting these amounts.

COMMENDATION 3-F:

The finance division provides updated financial information to budget managers in a timely manner.

FINDING

Although the financial reports are provided to the various budget managers, there has been a lack of communication between the finance division and at least two operating departments regarding the availability of the monthly financial information. This situation is an indicator that the budgets of the central departments are not being effectively managed.

The school principals are well aware of their budgets and monitor them closely, however, when asked, at least two central departments indicated they did not receive financial reports.

This is a situation where the finance division sends out reports, but does not follow up to assure the departments are effectively using these reports.

RECOMMENDATION 3-4:

Review financial reports with department heads to ensure they know how to read the reports, and that they are responsible for the departmental budget.

Given the need to assure that the central departments are effectively managing their budgets, the CSBO should schedule these meetings immediately upon receipt of this report.

FISCAL IMPACT

Implementation of this recommendation can be accomplished with existing resources and will require approximately six to 10 hours of collective administrative time.

3.3 Budget Management

Effective school systems allocate scarce resources to programs and services using a structured budget process. This process is one of the most significant activities undertaken by HCS. The quality of the decisions resulting from the budget process and the level of acceptance of these decisions by all parties is directly related to the process utilized and the ability of the proposed and final budget documents to communicate the priorities of the school system in financial terms.

ASBO and seven other state and local government associations to include GFOA, created the National Advisory Council on State and Local Budgeting (NACSLB) and charged it with developing recommended practices in the area of state and local budgeting. The NACSLB's definition, mission, and key characteristics of the budget process are as follows:

- **Definition of the Budget Process.** The budget process consists of activities that encompass the development, implementation, and evaluation of a plan for the provision of services and capital assets.
- **Mission of the Budget Process.** To help decision makers make informed choices about the provision of services and capital assets and to promote stakeholder participation in the process.
- Key characteristics of the budget process are identified as follows:
 - Incorporates a long-term perspective.
 - Establishes linkages to broad organizational goals.
 - Focuses budget decisions on results and outcomes.
 - Involves and promotes effective communication with stakeholders.
 - Provides incentives to government management and employees.

THE NACSLB also states:

The key characteristics of good budgeting make it clear that the budget process is not simply an exercise in balancing revenues and expenditures one year at a time, but is strategic in nature, encompassing a multi-year financial and operating plan that allocates resources on the basis of identified goals. A good budget process moves beyond the traditional concept of line item expenditure control, providing incentives and flexibility to managers that can lead to improved program efficiency and effectiveness.

The document identifies four fundamental principles:

- **Principle I – Establish Broad Goals**
 - Assess Community Needs, Priorities, Challenges and Opportunities
 - Identify Opportunities and Challenges for Government Services
 - Develop and disseminate Broad Goals

- **Principle II – Develop Approaches**
 - Adopt Financial Policies

 - Develop Programmatic, Operating, and Capital Policies and Plans

 - Develop Programs and Services that are Consistent with Policies and Plans

 - Develop Management Strategies

- **Principle III – Develop Budget**
 - Develop a Process for Preparing and Adopting a Budget
 - Develop and Evaluate Financial Options
 - Make Choices Necessary to Adopt a Budget

- **Principle IV – Evaluate Performance**
 - Monitor, Measure, and Evaluate Performance
 - Make Adjustments as Needed

It should be noted that Principles I and II involve planning and goals and Principle IV addresses the need to evaluate performance. Only Principle III relates to the actual budget development process. From an NACSLB perspective, the most significant activities are those that provide the foundation for the budget decisions.

FINDING

The HCS 2010-11 Preliminary Budget received a Meritorious Budget Award from ASBO.

HCS is the only school district in West Virginia to achieve this award. The 2010-11 award represents the fourth year the district has earned this award. This represents an effort on the part of the HCS administration to establish and maintain a professional approach in the development of the annual budget.

COMMENDATION 3-G:

The finance division prepared the 2010-11 Preliminary Budget in a manner which resulted in the receipt of the ASBO Meritorious Budget Award.

FINDING

The BOE has identified core beliefs and adopted a mission and core beliefs as well as specific objectives for 2010-11.

The goals include categories associated with student performance and access to advanced technology. This is consistent with Principle I identified by NACSLB which requires the development and dissemination of broad goals.

COMMENDATION 3-H:

The board of education identified its mission and core beliefs and identified goals for 2011-12 consistent with NACSLB Principle 1.

FINDING

Although HCS has identified a mission, core beliefs and goals, there is no long-term strategic plan to provide guidance in the development of the annual budget.

The GFOA publishes a number of best practices for local governmental financial activities. One of these recommended practices involves the establishment of strategic plans. Pertinent comments in the GFOA materials addressing this topic include the following:

- Strategic planning is about influencing the future rather than simply preparing or adapting to it. The focus is on aligning organizational resources to bridge the gap between present conditions and the envisioned future. While it is important to balance the vision of community with available resources, the resources available should not inhibit the visions.
- Strategic planning for public organizations is based on the premise that leaders must be effective strategists if their organizations are to fulfill their missions, meet their mandates, and satisfy their constituents in the years ahead. Effective strategies are needed to cope with the changed and changing circumstances, and leaders need to develop a coherent and defensible context for their decisions.

GFOA recommends that all governmental entities use some form of strategic planning to provide a long-term perspective for service delivery and budgeting, thus, establishing logical links between authorized spending and broad organizational goals.

RECOMMENDATION 3-5:

Develop a strategic plan tied to measurable objectives and use it as the foundation for the development of future budgets.

The strategic plan is not an answer in itself, but it is necessary to provide a foundation for future decisions. If the plan is well conceived and the community understands the context, it will be possible to more effectively deal with difficult budgetary issues.

A key to this approach is to develop goals that can be measured. It is important to know if actions taken are providing the necessary results. Establishing an effective strategic plan takes time, thus, the BOE should initiate a process in early 2012 to develop a strategic plan that will provide a foundation for the development of the 2013-14 budget.

FISCAL IMPACT

This recommendation can be accomplished with existing resources, but will require additional staff time and numerous after hours public meetings. Each key staff position involved with development of the plan will require at least 20 hours beyond the time involved with the public meetings.

FINDING

Notwithstanding the ASBO award achieved by HCS, there are a number of areas where the HCS budget document does not meet the key characteristics of the budget process as identified by the NCSLB.

Incorporates a Long-Term Perspective

The 2011-12 Preliminary Budget for HCS is essentially an accounting document that is focused on the present. There are references to future budget forecasts on page 103 and a Future Trends Schedule for the General and Special Revenue funds on pages 107 through 109. The latter are included in a section entitled Informational while the former are in the Financial Section. These items, while appropriate, do not fit into a flow of information pertaining to future issues to be managed by the district.

The section entitled *Strategic Issues* on page 151 provides evidence that long term planning has taken place; however, this information is lost at the end of the document and the discussion of the four separate categories identify what has occurred to date and references future activities only in the context of continuing six job coaches for K-8 intervention and \$400 per Title I student for technology-related activities that will continue in future years. What these activities are expected to achieve is not identified.

HCS has developed a Long-Term Technology Plan and a multi-year Capital Improvement Plan. The Technology Plan is not mentioned in the document, however, the Capital Improvement Plan is discussed on pages 97 through 101 in relation to a proposed bond election, yet there is no budget for capital expenditures included in the budget document.

Although a number of long-term references are included in the budget, there is no theme of long-term planning within the document, nor is there a significant relationship identified between the long-term planning and the impact the current budget will have on these plans.

Establishes Linkages to Broad Organizational Goals

The Mission, Core Beliefs, and Goals for 2010-11 are presented on page 50 of the document; however, there is no reference to budget decisions that support the goals in the document; these goals are spelled out in detail, but they stand alone. There is no

further discussion in the document regarding the goals and objectives nor is there any reference as to how the 2011-12 budget will aid in achieving the stated goals.

Focuses Budget Decisions on Results and Outcomes

There is no reference to how the current expenditures will provide improved outcomes for the district. The discussion of performance measures appear in the Informational Section after 15 pages of material pertaining to personnel costs, salary schedules, employee experience and the Supplemental Pay Schedule. This information is hard to find and gets lost in all of the other excess information contained in the document. There is no discussion as to how the current expenditures will impact the future performance of students.

Involves and Promotes Effective Communication with Stakeholders

The 2011-12 budget document contains a great deal of information; however, it is not well organized and is couched in accounting terms. Much of the information, while giving the perception of full-disclosure, actually creates confusion.

Specifically, the 2011-12 levy allocations information does not reconcile. **Exhibit 3-3** provides an analysis of the excess levy materials in the budget document.

**EXHIBIT 3-3
HARRISON COUNTY SCHOOLS
ANALYSIS OF EXCESS LEVY MATERIALS
2011-12 PRELIMINARY BUDGET**

ITEM	ITEM DESCRIPTION	PER LEVY MATERIALS(1)	SCHOOLS LISTING(2)	OTHER LISTING(3)	FACILITY LEVY	TOTAL	OVER (UNDER) LEVY
1	Free Textbooks	\$ 2,233,000	\$ 2,233,000	\$ -	\$ -	\$ 2,233,000	\$ -
2	Library books/Supplies	145,000	145,000	-	-	145,000	-
3	Science supplies	100,000	100,000	-	-	100,000	-
4	Special Education	44,000	44,000	-	-	44,000	-
5	Guidance/Speech therapy	16,000	16,000	-	-	6,000	-
6	Fine Arts - Band	100,000	100,000	-	-	100,000	-
	Fine Arts - Music	40,000	40,000	-	-	40,000	-
	Fine Arts Theater	15,000	12,500	-	-	12,500	(2,500)
7	Physical Education	25,000	25,000	-	-	25,000	-
8	Vocational Education	410,000	-	-	-	-	(410,000)
9	Art Instruction	40,000	40,000	-	-	40,000	-
10	Extracurricular Activities	146,000	146,000	-	-	146,000	-
11	Buildings	1,500,000	-	-	1,500,000	1,500,000	-
12	School Buses/Maint Vehicles	65,000	-	-	-	-	(65,000)
13	Athletic Facilities	300,000	490,000	-	-	490,000	190,000
14	Technology	2,000,000	327,550	1,672,450	-	2,000,000	-
15	Duplication Services/Supplies	167,400	167,400	-	-	167,400	-
16	Student Accident Insurance	35,000	-	-	-	-	(35,000)
17	Middle School Athletics	25,000	-	25,000	-	25,000	-
18	Free Admission - Sports Events	165,000	-	165,000	-	165,000	-
19	Supplementation of the Budget	12,197,285				-	(12,197,285)
	TOTAL	\$ 19,768,685	\$ 3,886,450	\$ 1,862,450	\$ 1,500,000	\$ 7,248,900	\$ (12,519,785)

Source: Harrison County Schools 2011-12 Preliminary Budget.

(1) Pages 121 and 122 of Budget document.

(2) Pages 124 and 125 of budget document; total column in budget is \$3,898,950 - does not cross foot.

(3) Page 126 of budget document, restates a number of items from school listings.

Exhibit 3-3 indicates that even with a number of detailed lists, the overall picture of the use of the excess levy resources is not provided. Over 63 percent of the specific excess levy expenditures (\$12,519,785) are not identified as excess levy resources in the budget document.

An additional issue involves the manner of reporting the budget information. In some cases it is identified by program/function but the focus of the general and special revenue funds information is by line item expense object. This use of line item object codes is inconsistent with the monthly financial reporting format used by HCS and with the information provided in the annual financial report.

There is no continual flow of financial information throughout the document. The Executive Summary provides detailed written materials and some graphs, but does not provide a schedule of the overall revenues, and expenditures by fund or in the aggregate. This information appears at the end of the budget in the Organizational Section.

In essence the budget document provides both too much and too little information in a disorganized format.

RECOMMENDATION 3-6:

Research information available on the NACSLB website and restructure the HCS budget document to reflect the fiscal and programmatic impacts of policy decisions.

HCS has made significant strides with the development of the current Preliminary Budget document; however, this budget appears to have been designed to respond to the factors identified in the ASBO award program without focusing on the overall structure of the document.

This finding and related recommendation are not consistent with the results of the ASBO award criteria, however, the consultant has had a benefit unavailable to the ASBO reviewers and that has been to attempt to understand the activities of HCS and determine how clearly the budget tells the story of how resources have been allocated at HCS. HCS should research the resources and information available on the NACSLB website at www.gfoa.org/services/nacslb for additional budget restructuring ideas and practices.

FISCAL IMPACT

This can be accomplished with existing resources, however, a complete restructuring of the HCS budget document will require in excess of 20 hours of research on the part of the CSBO.

FINDING

As noted in **Exhibit 3-3**, the accounting for the excess levy resources is not clearly communicated; therefore, it is not possible to track that information.

The state chart of accounts allows school districts to report the financial activity of an excess tax levy either in fund 11, the county portion of the general current expense fund, or in fund 12 excess levy, an optional fund unless it is a requirement of the levy call.

HCS has elected to include the excess levy revenues and expenditures within the Fund 11 county portion of the general current expense fund activities, making it difficult to easily communicate to the public and the organization how the excess levy resources are being used.

RECOMMENDATION 3-7:

Create a fund 12 excess levy and account for all of the excess levy activities in this separate fund.

The fact that over 63 percent of the excess levy resources are not identified in the current budgeting process indicates that HCS is not effectively communicating how

these resources are being allocated. This fund should be established with development of the 2012-13 budget.

FISCAL IMPACT

This change in accounting can be accomplished with existing resources in approximately 20 hours in the aggregate.

FINDING

The HCS budget document does not effectively identify all of the capital improvement activities in a single location in the budget. In fact, the budget for the capital projects fund is excluded entirely while a great deal of discussion involves projects included in a pending bond election.

Capital projects that are identified include those involved with the excess levy resources. These items appear within the general current expense fund.

The GFOA best practice *Presentation of the Capital Budget in the Operating budget Document* states:

The capital budget should be in a distinct section of the budget document. It is very difficult to follow the various elements of the capital program if information is scattered throughout the document. The capital budget should show a direct link to the multi-year capital improvement plan. By including this information within the same or adjacent section of the document, it is easier for the reader to follow the relationship.

The excess levy call requires \$1,500,000 to be expended for capital improvements annually. These activities are currently included with the general current expense fund and identified separately in the budget with the appropriate carryover amounts along with the other excess levy operating expenditures. By including these expenditures in the general current expense fund it is difficult to understand the overall resources committed to capital improvements.

RECOMMENDATION 3-8:

Establish a permanent improvement fund to account for the accumulation of resources and subsequent expenditures for capital improvement activities associated with the excess levy program.

The creation of the permanent improvement fund concept is consistent with the intent of HCS to use \$1,500,000 of excess levy resources for capital improvements. This fund would be funded by an annual transfer of \$1,500,000 from the excess levy fund. The inclusion of this fund with the existing capital projects fund and any future bond construction funds will provide a clear picture of the HCS resources being dedicated to capital improvements. This fund should be established with the development of the 2012-13 budget.

FISCAL IMPACT

This recommendation can be accomplished with existing resources and will require very little additional administrative time, perhaps four to eight hours, to make the operational change.

FINDING

The process for developing the budget for HCS lacks a formal structure and there is no audit trail to document requests and the elements of the final budget decisions. There are two factors involved with this issue:

- All discretionary resources expended by the schools are included in the excess levy. Schools have the ability to manage these resources and all schools typically carry over resources into the next fiscal year. The needs for school discretionary resources are well managed.
- The process for requesting specific budget items currently consists of a simplistic one-size-fits-all budget request form. Instructions for completion of this form include:
 - Items that are not recurring in nature must be included on this budget request form.
 - Principals, please share this request form with your local school improvement council and PTA/PTO and booster groups.

A replica of this form is shown as **Exhibit 3-4**.

requests involve capital improvements or facility maintenance upgrades. This seems to indicate the lack of a process for identifying capital and maintenance needs as 151 of the 192 requests from schools involved these types of activities.

To most effectively address budget requests, at least three different forms should be used:

- Standard Budget Request – This form would be used to review non-maintenance/capital items requested by schools or departments (**Exhibit 3-5**). This is the basic form to be used to request new items in the budget. Requests should relate to BOE goals and have additional documentation attached.
- Maintenance Requests – This would be an internal form used to determine maintenance improvement projects that can be funded during the following budget year. These projects would be part of the routine maintenance department budget and would not be identified in the budget document (**Exhibit 3-6**).
- Capital Improvement Requests – This form would be used to evaluate requests for capital improvements and would be the basis for some of the projects to be accomplished with the excess levy resources for capital improvements. Approved projects would be included in the budget document (**Exhibit 3-7**).

The forms identified in **Exhibits 3-5** through **3-7** represent suggestions that would provide documentation of various budget decisions. The key is to separate the various types of requests so they can be more easily managed.

RECOMMENDATION 3-9:

Replace the current budget request form with specific forms designed to separate general operating budget requests from maintenance or capital improvement requests.

**EXHIBIT 3-6
HARRISON COUNTY SCHOOLS
SAMPLE MAINTENANCE REQUEST FORM**

<p>HARRISON COUNTY SCHOOLS Maintenance Request Form 2012-2013 Budget</p>						
<p>School _____</p>						
<p>Request Description</p>						
<p>To be completed by Maintenance Staff</p>						
Budget Estimate Items	Estimated Project Cost					
	Electrical	HVAC	Plumbing	Painting	Other	Total
Total Estimated Cost						
<p>Recommendation</p>						
<p>Director Maintenance Signature _____ Date _____</p>						

Source: MGT of America, Inc., 2011.

**EXHIBIT 3-7
HARRISON COUNTY SCHOOLS
SAMPLE CAPITAL IMPROVEMENT REQUEST FORM**

HARRISON COUNTY SCHOOLS Capital Improvement Request Form 2012-2013 Budget		
School	_____	
Request Description		
To be completed by Clerk of the Works		
Budget Estimate		
Total Estimated Cost		\$
Recommendation		
Clerk of the Works Signature		Date

Source: MGT of America, Inc., 2011.

FISCAL IMPACT

This recommendation can be accomplished with existing resources, but will require additional staff time to complete the forms and to evaluate the various requests. The additional staff time should be minimal as time is already spent in reviewing these types of requests in the existing process.

FINDING

The budget document does not provide adequate information regarding the allocation of resources to individual schools or central departments.

Information pertaining to the total number of employees is included on pages 136 and 137. The Total Budget for All Funds on page 53 identifies the total amounts for the various major functions, and pages 83-85 and 91-92 identify the total budget by object codes.

This information does not provide the necessary information to understand the number of positions assigned to each school or department, nor do they reflect the components of the budgets for each organizational unit.

RECOMMENDATION 3-10:

Provide information in the budget document that identifies the number of employees and other resources by program/organizational unit.

The overall employee listing currently provided is helpful, but it does not clearly identify where these positions are employed within the district, nor where the resources are being expended. Samples of how this information could be presented are included in **Appendix C**.

FISCAL IMPACT

This recommendation can be implemented with existing resources and no additional cost, but will require additional time on the part of the finance division staff of approximately 30 hours.

3.4 Purchasing and Warehouse Management

The purchasing/warehouse function is overseen by the director of purchasing with clerical support from the accountant/secretary iii shared with the CSBO. The director of purchasing is responsible for managing the purchasing activities of the district to include overseeing the management of the purchasing system, responsibility for the fixed assets activities, and processing formal bids and requests for proposals.

FINDING

HCS has recently upgraded the purchasing/warehouse system with installation of the eSchoolMall system.

This is an online purchasing system that provides users with catalogs and allows for the timely processing of purchase orders. The system has been well received in the schools and appears to have improved the efficiency of the purchasing process.

COMMENDATION 3-I:

The district has implemented the online eSchoolMall system for purchasing.

FINDING

HCS currently participates in two national purchasing cooperatives (U.S. Communities and National Contract Purchasing) and has access to West Virginia open-ended contracts as appropriate.

Purchasing cooperatives allow all school districts and other governmental entities, regardless of size, to gain the benefits of economies of scale based on bids developed by larger entities.

The U.S. Communities cooperative works with governmental entities whereby a single unit establishes a contract that can be used by all entities nationally. One example is the contract for school furniture with Virco, Inc., which was solicited for U.S. Communities by the Wichita Public Schools. The U.S. Communities website contains all of the pertinent information regarding the contract including the original RFP and the contract documents. This agreement is structured to provide differing discounts from the standard price based on the overall dollar volume of the order.

The U.S. Communities program was founded by the:

- Association of School Business Officials (ASBO)
- National Association of Counties (NACo)
- National Institute of Governmental Purchasing (NGIP)
- National League of Cities (NLC)
- United States Conference of Mayors (USCM)

There are numerous contracts currently in place that include office/school supplies, office furniture, technology products, janitorial supplies, and office machines. A key element of the U.S. Communities program is that vendors will not provide a lower price than that included in the U.S. Communities contract to any other entity.

COMMENDATION 3-J:

The purchasing department actively participates in national purchasing cooperatives and uses the West Virginia bids when these programs can provide HCS with the most favorable pricing for products and services.

FINDING

HCS has introduced the use of purchase cards (P-cards) for the maintenance department and selected administrators.

The use of these cards is identified as a recommended practice by GFOA.

Benefits to the cardholder (school administrator or department manager) identified by GFOA include:

- Convenience of purchasing without a purchase order.
- Expedited delivery of goods.
- Expanded list of merchants from which to purchase
- Reduced paperwork

Benefits to the school district include:

- Simplified purchase and payment process.
- Lower overall transaction costs per purchase.
- Increased management information on purchasing histories.
- Reduced paperwork.
- Decentralized procurement function.
- Ability to set and control purchasing dollar limits.
- Control purchases to specific merchant categories.
- Receipt of rebates from the bank based upon dollar volume of total purchases.

Disadvantages of purchase cards include:

- Potential for duplicate payments to vendors (payments no longer recorded by vendor).
- Perception in the public about issuing “credit cards” to employees may be negative.
- Potential for abuse despite the controls available.

The use of P-Cards in school districts and other governmental entities can help to reduce the paper work associated with the purchase request/purchase order process.

COMMENDATION 3-K:

The finance division implemented the purchase-card program in the maintenance department and for a limited number of administrators.

FINDING

HCS currently has 149 copiers or related devices throughout the district and agreements with 10 different vendors or leasing agents; however, the district has no information upon which to judge the cost-effectiveness of their use.

It is unknown how these agreements were originally negotiated. The cost per copy and the total cost to HCS for copier services are also unknown. Copiers come in a variety of sizes with a wide range of features, however, it appears there may be an excess of copier capacity within the district and that HCS could benefit from seeking copier services from a single vendor.

There are also a number of copiers included on the Fixed Asset Inventory for the district. How these copiers are being used and maintained as well as their condition is unknown.

RECOMMENDATION 3-11:

Conduct a complete inventory of the copiers throughout the district and determine economies of scale available in a district-wide agreement with a single copier vendor.

The inventory should include the name of the vendor; current lease period for each machine; annual cost for services; determination of the total cost; and the cost per copy (to include the cost of paper) for the use of the machines for the 2010-11 fiscal year. The copiers identified on the Fixed Asset Inventory should also be included in the inventory to determine the age of the copiers, if they are still in use, and the copy volume by location.

This inventory should be initiated immediately after this report is accepted so it can be incorporated into the development of the 2012-13 budget.

FISCAL IMPACT

This recommendation can be accomplished with existing resources, however, completion of the inventory may require over 60 hours of staff time. The successful completion of this project, however, should lead to significant long-term savings for HCS.

FINDING

HCS has no centralized contract management capability, as is reflected in the previous finding regarding the copier leases.

Another major activity involves contracts with RESA 7 as well as numerous other vendors and consultants. The magnitude of the total contractual obligations of HCS is currently unknown and there is no central location that contains all of the district contracts, nor the documentation to support the process for selection of the existing contractors.

RECOMMENDATION 3-12:

Establish a policy and related procedures to ensure that all contracts are coordinated by the director of purchasing and that the director of purchasing is assigned the responsibility for overseeing the contract management function.

The situation at HCS is not unusual as many districts become focused on achieving the day-to-day responsibilities with little attention to a coordinated contract management process.

By establishing a policy on contract management, it will be possible to go to one location within the district to identify and review various contracts. The CSBO should work with the director of purchasing to develop an inventory of existing contracts, assure the original documents are gathered in a central location, and a formal process for contract approval is established. This process should begin once this report is received and accepted by the board of education.

FISCAL IMPACT

This recommendation will require 40 to 60 hours of existing staff time over a period of months to complete.

FINDING

During the past year, HCS has established the foundation for a well run warehouse operation.

The items currently in the inventory system include textbooks, custodial supplies, and food services supplies. There are also some maintenance items such as furnace filters in the warehouse building that have yet to be included in the inventory.

The eSchoolMall warehouse software is being used and the warehouse staff has organized the inventory in a manner that allows for efficient processing of materials. The delivery function is handled by a member of the maintenance department who spends over half of his time working on warehouse activities. There is a structured delivery schedule and this function is serving HCS effectively.

The full capabilities of the eSchoolMall program have yet to be completed in the inventory system. The ability to track the inventory is functioning well, although, the basic inventory management components that identify reorder points and order volume, and identify slow-moving inventory items, have yet to be installed. Consultants were informed that the full system capability should be in place by the end of the 2011-12 fiscal year.

The textbook inventory is maintained in such a fashion that the total inventory of each textbook in the district is maintained on the system. The textbooks in inventory and the textbooks in each school are in the overall inventory.

COMMENDATION 3-K:

The finance division supports an effective warehouse program.

FINDING

The current accounting for the management of the inventory has been to expense the materials when purchased; thus, there is no cost to the user when the materials are delivered.

Traditional inventory systems record the inventory as an asset and expense the items to the users as they are acquired by the schools or departments.

The current inventory as of June 30, 2011, for the HCS warehouse is identified in **Exhibit 3-8**, which identifies the volume of stock items and the inventory value by inventory classification.

**EXHIBIT 3-8
HARRISON COUNTY SCHOOLS
INVENTORY STOCK AND VALUE
JUNE 30, 2011**

INVENTORY CLASSIFICATIONS	NUMBER OF STOCK ITEMS	INVENTORY VALUE
Textbooks (1)	1,341	\$ 1,714,857
Custodial Supplies (2)	166	109,205
Food Services	53	56,842
Total	1,560	\$ 1,880,904

Source: Harrison County Schools inventory records.

(1) Includes textbooks and workbooks.

(2) 49 of the 166 stock items have zero stock items.

There are a number of unusual aspects to the textbook inventory; HCS issues textbooks to home school students and to local private schools, billing these users for the service. There are also situations when a new textbook adoption occurs and remaining textbooks in the warehouse inventory become obsolete and need disposition. With the current accounting process whereby all of the inventory items have been expended in previous budgets, the overall cost to the district of disposing of obsolete inventory is unknown.

An additional issue is the current policy to carry class sets (30 textbooks) in inventory. There is a high probability that maintaining an inventory this large is not an effective use of HCS resources. This issue will be addressed when the inventory management components of the eSchoolMall system are implemented.

There is currently no way to effectively track or manage the inventory activities.

RECOMMENDATION 3-13:

Establish the inventory as an asset on the balance sheet of the general current expense fund.

Implementation of this recommendation will provide a basis for tracking the cost for the inventory as it is being used (ordered). When home school students or private schools receive textbooks, the billing would reflect a reduction in inventory, similar to routine activity within the district.

When a school orders additional textbooks or workbooks, the school budget would be charged at that time. This change could result in frustration on the part of the schools as these items are now received for “free”, however, there are adequate resources available to the schools via the excess tax levy, and this process provides an effective way to identify where costs are occurring. This recommendation should be accomplished with the development of the 2012-13 budget.

FISCAL IMPACT

Implementation of this recommendation will have a one-time positive fiscal impact on the district. To establish the inventory, a journal entry establishing the asset and reducing overall expenditures will occur in Year 1. Thereafter, there will be circumstances when obsolete/surplus inventory will need to be disposed of, typically incurring a loss. The Year 1 savings will be the value of the total inventory previously identified in **Exhibit 3-8**. For purposes of this calculation, it is estimated that approximately one percent of the inventory will be written off annually.

RECOMMENDATION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Create Inventory as an Asset on the Balance Sheet of the General Current Expense Fund	\$1,880,904	(\$18,810)	(\$18,810)	(\$18,810)	(\$18,810)

FINDING

The current in-house printing operation is not effectively managed.

The print shop has two offset presses used mainly for printing multi-copy forms and color printing requests. The process requires the customer (school/department) to complete a form requesting the service, the print shop technician completes the work and the estimated cost is credited to a central supplies account. This billing is based on a very general billing mechanism using a \$15 per hour labor rate that excludes the costs for paper, ink, and other related costs. These consultants were informed it is not possible to identify the amounts that have been credited to the central supplies account. This approach does not accurately account for the printing services.

Although there is a file cabinet full of order sheets, there has been no structured accounting to determine if it is more cost effective than purchasing services from a local print shop.

The HCS financial records for 2010-11 indicate the program had a total cost of \$30,411. The program is staffed half-time by a night custodian who is paid \$11,760 annually for this function, plus \$1,800 in retirement costs.

RECOMMENDATION 3-14:

Eliminate the in-house printing operation, purchase multi-copy forms and color printing jobs from local printing vendors, and stock the multi-copy forms in the warehouse.

It will be less expensive to contract out this service and the cost of the services will be accurately allocated to the program(s) using the service and the actual costs of the products will be known and correctly accounted for within the WVEIS financial system.

FISCAL IMPACT

The closure of the in-house printing operation will provide a savings to the district, however, the specific savings are difficult to identify because of the lack of detailed record keeping; the true cost of the in-house printing services is currently unknown. With closure of the in-house program, future transactions will be accurately identified and the users of the service will pay the appropriate price for the products. For purposes of this analysis, it is assumed that fifty percent of the \$30,411 cost, or \$15,205 for the 2010-11 fiscal year represent the annual savings to be achieved.

An additional item will be one-time receipts from the sale of the two offset presses. One of these presses was purchased in 2007 for a price of \$17,300 while the second has no current value, but may have some surplus value. If it is assumed the newer press has a 10 year life, the estimated depreciated value would be \$10,400. This along with a possible surplus value for the older press of \$600 would result in a one-time fiscal benefit of \$11,000.

As a result, the annual savings could be \$15,205 and an additional one-time savings of \$11,000 for a five-year savings estimated at \$87,025.

RECOMMENDATION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Eliminate In-House Print Shop	\$15,205	\$15,205	\$15,205	\$15,205	\$15,205
Sell Offset Presses	\$11,000	\$0	\$0	\$0	\$0
TOTAL	\$26,205	\$15,205	\$15,205	\$15,205	\$15,205

3.5 Risk Management

A well-managed school system limits its exposure to financial losses through a combination of adequate insurance coverage, self insuring for certain risks, and effective programs to control losses through training and safety programs. HCS does not have a formal office for risk management; although, the risk management function is occurring at the district.

3.5.1 General Risk Management Program

HCS has insurance policies in the following areas:

- Property
- Liability
- Flood
- Student Accident
- Treasurer’s Bond
- Superintendent’s Bond

FINDING

There has been no formal report made to the BOE regarding the activities of the various insurance programs.

The only claims information provided to consultants involves the Student Accident Insurance Policy. Either there were no claims against the other policies, or the information has not been made available to HCS.

Typically, the insurance coverage and related claims get little attention in a school district unless there is a major claim. It is good policy for the BOE to receive a review of the various insurance programs on an annual basis. This would include tracking premiums, reasons for premium changes, and claims for a multi-year period.

RECOMMENDATION 3-15:

Prepare an annual report summarizing the most recent three years activity for the various insurance programs and present it to the board of education.

Under normal conditions, this will be a routine matter on the BOE agenda. The report will be a useful reminder to the BOE and the community that HCS pays insurance premiums and is monitoring the claims activity in an effort to minimize costs in this area.

The annual report to the BOE should be provided just prior to the beginning of the budget development process.

FISCAL IMPACT

This can be accomplished with existing staff, however, the first such report will require additional staff time to develop the appropriate format and gather the current and previous year information. This should not require more than four hours of administrative time.

3.5.2 Workers' Compensation

The workers' compensation program is operated in conjunction with the district safety program by the administrative assistant for safety, security and student attendance activities. **Exhibit 3-9** identifies the workers' compensation claims and amounts paid for the fiscal years 2006 through 2011.

**EXHIBIT 3-9
HARRISON COUNTY SCHOOLS
ANALYSIS OF WORKERS' COMPENSATION CLAIMS
2006 THROUGH 2011**

FISCAL YEAR	TOTAL CLAIMS	TOTAL PAID	TOTAL RESERVES	TOTAL INCURRED	AVERAGE COST PER CLAIM
2006	94	\$ 427,129	\$ -	\$ 427,129	\$ 4,544
2007	73	355,364	-	355,364	4,868
2008	75	99,986	-	99,986	1,333
2009	91	390,983	34,867	425,850	4,680
2010	73	215,325	99,361	314,686	4,311
2011	77	81,327	43,327	124,654	1,619
Total	483	\$1,570,114	\$ 177,555	\$1,747,669	\$ 3,618

Source: Report dated 7/7/11 from Wells Fargo Insurance Services.

Exhibit 3-9 indicates no specific pattern; however, the results for 2011 represent a significant improvement from the prior two years. It should be kept in mind that **Exhibit 3-9** identifies only the direct costs associated with the accidents. What is excluded from these data is the cost for substitutes, possible damage to equipment, lost time involving others that may have responded to the accident, and the administrative time spent in managing the claims.

FINDING

A change in requirements by West Virginia allowed HCS to bid the workers' compensation coverage separate from the state program in fiscal 2011. This resulted in a reduction in the annual premium from \$865,300 to \$572,700, an annual savings of \$292,000.

By being removed from the state group, HCS is able to pay premiums based on the experience of the district and not the overall pool of organizations included in the state program.

COMMENDATION 3-M:

HCS aggressively seeks lower premiums for workers' compensation coverage.

FINDING

The administrative assistant for safety, security, and student attendance activities initiated a training program in August 2011 for custodians, mechanics, and kitchen staff to discuss safety hazard awareness to minimize accidents in the work place. The administrative assistant also visits schools to review safety materials if there have been a number of accidents at a single site.

COMMENDATION 3-N:

The administrative assistant for safety security and student attendance initiated formal safety training programs for support personnel.

FINDING

Like the general risk management activities, there is currently no formal reporting process involving the activities associated with the workers' compensation program.

This is a costly program that can have a number of hidden costs and direct fiscal impact on the employees and activities of the district.

RECOMMENDATION 3-16:

Prepare, in conjunction with the insurance carrier, an annual report on the workers' compensation program for the board of education.

The activities and costs associated with the workers' compensation program represent a significant cost to the district, both through the payment of premiums and the lost time and ancillary costs associated with employee accidents. It is important for the BOE and the public to be aware of these costs and the actions undertaken by the district to reduce workers' compensation claims and the related costs of serving the community. This report should be provided to the BOE prior the start of the 2012-13 budget development process.

FISCAL IMPACT

This can be accomplished with existing staff. Unlike the general risk management program, there is a great deal of information available from the district's insurance carrier. Preparation of the annual report should take a minimum of four hours of administrative time annually.

4.0 CHILD NUTRITION

4.0 CHILD NUTRITION

This chapter presents findings, commendations, and recommendations regarding management and operations of the Harrison County Schools' (HCS) Child Nutrition Program. The three major sections of this chapter are:

- 4.1 Organization and Staffing
- 4.2 Financial Management
- 4.3 Program Compliance

CHAPTER SUMMARY

The child nutrition department participates in the National School Lunch Program (NSLP), School Breakfast Program (SBP), and After School Snack Program (ASSP), and receives federal reimbursement for free, reduced price, and paid meals served to eligible students. In addition, the United States Department of Agriculture (USDA) provides commodity foods for use in these programs.

During the review, consultants examined a wide variety of documents including policy and procedure handbooks, personnel records, participation data, financial records, customer surveys, purchasing documents, organizational charts, and position descriptions. Interviews were conducted with all central office personnel in the child nutrition department, the assistant superintendent of operations and facilities, treasurer/chief school business officer (CSBO), and school-based administrators and staff.

Breakfast, lunch, and snacks are offered to 11,128 HCS students each day. All meals are prepared and served onsite at each of the 22 schools. South Harrison High School/South Harrison Middle School and Nutter Fort Primary/Intermediate Schools share a kitchen and prepare food for both sites.

The HCS Child Nutrition Department has historically operated with a deficit. The district has contributed significant amounts of general revenue funds to the child nutrition department to cover the deficits throughout the years. During its last Coordinated Review Effort (CRE) review conducted by the West Virginia Department of Education (WVDE) in 2007, the department was cited for not consistently following board of education (BOE) approved policies to protect the district from fiscal losses. As a result, the child nutrition department reported a \$251,000 deficit in 2010-11 and a \$160,000 deficit in 2009-10.

The commendations included in this chapter are:

- Commendation 4-A** The child nutrition department is dedicated to ensuring that students receive a healthy breakfast, including the implementation of grab-n-go breakfasts at three schools.
- Commendation 4-B** The child nutrition department maintains food costs below the industry standard.

The following recommendations are presented in this chapter:

- Recommendation 4-1** Recalculate meal equivalents and reduce the amount of labor at schools to align MPLH with industry standards.
- Recommendation 4-2** Restructure child nutrition staffing at the district office to meet state recommendations.
- Recommendation 4-3** Establish procedures to collect funds for humanitarian meals provided to students and to eliminate charged meals for adults.
- Recommendation 4-4** Implement grab-n-go breakfast at all HCS sites.
- Recommendation 4-5** Increase the price of full paid breakfasts and lunches by \$.25 to align with peer districts and comply with federal legislation.
- Recommendation 4-6** Create a marketing plan involving students, parents, teachers, department staff, and members of the community to increase meal participation.
- Recommendation 4-7** Create monthly profit and loss statements for each site.
- Recommendation 4-8** Restructure district accounting methods to identify child nutrition with its own accounting fund.
- Recommendation 4-9** Create a system of checks and balances ensuring the accuracy of the monthly meal claim prior to submission to WVDE.
- Recommendation 4-10** Conduct annual compliance training to all personnel working with national school lunch and school breakfast programs.

4.1 Organization and Staffing

FINDING

The child nutrition department's labor and fringe benefit cost 53.7 percent (\$3,433,027) of total revenue (\$6,390,507) in 2010-11, which is significantly higher than industry standards.

The extensive fringe benefit package provided to employees is 39 percent of wages, resulting in high labor costs for the department. To offset the costs of labor to the program, the district provides general revenue funds to cover the expense. For example, at Adamston Elementary, the combined labor hours of three child nutrition employees are 18. Their total salary plus benefits in 2010-11 totaled \$73,110. Adamston Elementary serves approximately 295 meal equivalents per day. That means the approximate labor cost to produce each equivalent meal is \$1.38 or 73 percent.

The number of days employees work and are paid also impacts labor costs. For example, the child nutrition department serves meals less than 180 days; however, the staff works 200 days, as per WV Code 18-5-45. Child nutrition has two school-based positions as mandated by the state. West Virginia statute WVDE18A-2-13 identifies

Cooks III and Cooks II as 10-month employees. A cook III at Norwood Elementary is at pay grade D, step 5. That current salary including benefits is \$2,210 per month, multiplied by 10 months equals \$22,100 annually. The starting pay for cook II pay grade B, step 0, hired for 3.5 hours per day, is \$1,957 per month, multiplied by 10 months is \$19,570 annually.

The department follows benchmarking standards described by state statute as opposed to industry standards which are more stringent. According to industry standards, the method for calculating efficient labor practices is determined by the number of meal equivalents (ME) or meals produced per paid labor hour (MPLH). The National Food Service Management Institute (NFSMI) at the University of Mississippi, a USDA partner in child nutrition protocol, recommends 45 percent as an optimal target for labor hours.

The child nutrition department calculates school-based MPLH in order to benchmark labor hours; however, the department's method of calculation is directed by the less-restrictive state statute. According to both state statute and industry standard, one lunch is the basic conversion factor for MPLH. Industry standards dictate that one lunch is equivalent to .67 breakfasts, .33 after school snacks, and 2.84 a la carte dollars. The district is currently using the standard that one lunch is equivalent to .75 breakfasts and .75 after school snacks. There is minimal impact on ME generated by a la carte sales which are, therefore, not part of the ME equation.

The industry standard conversion factors to determine ME are found in **Exhibit 4-1**.

**EXHIBIT 4-1
MEAL EQUIVALENT AND MEALS PER LABOR HOUR (MPLH) CALCULATIONS**

MEAL TYPE	CONVERSION FACTOR	MEAL EQUIVALENTS (ME)
# Lunches Per Day _____	X 1	= _____
# Breakfasts Per Day _____	X .67	= _____
# After-school Snacks Per Day _____	X .33	= _____
A la carte \$ Per Day _____	÷ 2.84	= _____
Add Total Meal Equivalents by Category	Total	_____ Total ME
To Determine MPLH Per School: ME Per Day ÷ Total Labor Hours Per Day = _____ MPLH		

Source: <http://www.nfsmi.org/documentlibraryfiles/PDF/20110623105632.pdf>, 2011.

MPLH are calculated once the correct number of MEs for each school has been determined. Since HCS follows the state recommended ME and not the industry standard, **Exhibit 4-2** illustrates a sample staffing guideline that will be used for this report. Other criteria to consider when assigning labor include: number of meals or ME served, number and type of services offered, amount of convenience foods used, skill level of employees, complexity of menu, and type of production system.

**EXHIBIT 4-2
SAMPLE STAFFING GUIDELINES**

MEAL EQUIVALENTS	MEALS PER LABOR HOUR (MPLH) TOTAL HOURS	
	CONVENIENCE SYSTEM	
	MPLH	TOTAL HOURS
10-100	12	8
101-150	13	7-12
151-200	14	11-14
201-250	15	13-17
251-300	16	16-19
301-400	18	18-22
401-500	19	21-26
501-600	19	26-32
601-700	20	30-35
701-800	22	31-36
801-900	23	35-39
901-1000	23	39-43

Source: <http://scn.ky.gov/costcontrol/costcontrol.PDF>.

MPLH calculations that do not reflect industry standards have contributed to overstaffing food services in the schools. To align with recognized standards, the department should reduce labor hours by the hours shown in **Exhibit 4-3**.

**EXHIBIT 4-3
HARRISON COUNTY SCHOOLS
MPLH AND REDUCTION IN LABOR HOURS**

SCHOOL NAME	TOTAL ME	TOTAL LABOR HOURS	MPLH	TARGET MPLH	TARGET LABOR HOURS	MIN # HRS TO DECREASE
Harrison County						
Adamston	295	18	16.39	16	16-19	
Big Elm	688	39	17.64	20	30-35	5
Johnson	487	25	19.48	19	21-26	
Lost Creek	215	11	19.55	15	13-17	
Lumberport EL	359	21.5	16.70	18	18-22	1.5
North View	308	18	17.11	18	18-22	
Norwood	312	18	17.33	18	18-22	
Nutterfort Primary & Intermediate	1152	56.5	20.39	23	39-43	6.5
Salem	342	25	13.68	18	18-22	6
Simpson	279	18	15.50	16	16-19	
West Milford	495	28.5	17.37	19	21-26	2.5
Wilsonburg	259	14.5	17.86	16	16-19	
Bridgeport MS	475	28.5	16.67	19	21-26	3.5
Lumberport MS	424	28.5	14.88	19	21-26	6
Mountaineer MS	499	28.5	17.51	19	21-26	2.5
WI Middle	556	32	17.38	19	26-32	2.5
Bridgeport HS	422	28.5	14.81	19	21-26	6.5
S Harrison MS & HS	712	42.5	16.75	22	31-36	10
1Liberty	414	28.5	14.53	19	21-26	6.5
Lincoln	473	28.5	16.60	19	21-26	3.5
RCB	548	32	17.13	19	26-32	3
Alternative Learning	74	7.5	9.87	12	8	
Total Hours Overstaffed Per Day						65.50

Source: Created by MGT of America, Inc., September, 2011.

RECOMMENDATION 4-1:

Recalculate meal equivalents and reduce the amount of labor at schools to align MPLH with industry standards.

NFSMI recommends maintaining appropriate staffing levels in order to ensure a balanced budget. If the district continues to overstaff its kitchens, the food service programs will continue to operate at a deficit. Decreasing labor hours will eliminate the amount of general revenue funds continually being transferred into child nutrition to subsidize the labor and benefit costs.

According to WVDE 18-45, of the 180 days considered as school days, at least 25 of those days are non student attendance days. These days are considered staff and student educational/instructional days. Reducing the total number of paid days by 10 will not adversely affect staff training. At least 25 more days, as referenced above, will be available for staff development, site preparation, and in-service training.

An alternative to reducing labor hours is increasing revenue. Viable options for increasing revenue are discussed in subsequent recommendations (**Recommendation 4-4, Recommendation 4-5, and Recommendation 4-6**).

This recommendation should be implemented beginning school year 2012-13.

FISCAL IMPACT:

Based on the previous calculations in the Finding for **Recommendation 4-1**, reducing the number of work days by 10 would result in annual savings of \$166,808; reducing the work days by 15 would result in annual savings of \$250,212.

The recommended implementation is to reduce the 65.5 overstaffed hours, representing a 9 percent reduction in school-based labor hours, on a daily basis. This implementation would result in annual savings of \$378,066, or \$1,890,330 over five years.

RECOMMENDATION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Reduce Child Nutrition School-based Labor Hours 9 Percent	\$378,066	\$378,066	\$378,066	\$378,066	\$378,066

FINDING

Child nutrition staffing does not meet state recommendations based on staff per student ratios.

Staff at the district office includes a director (whose employment began July 1, 2010), one full-time clerk, and one part-time clerk. The full-time clerk is responsible for all aspects of procurement, receiving, and commodity distribution. The part-time clerk is responsible for determining and verifying eligibility statuses of children, invoicing, accounts payable, and acting as the district switchboard operator. Because sufficient district staff is not available, schools are not monitored to ensure program compliance, provide staff training, and monitor site based activities.

West Virginia standards for school nutrition recommend one director, one assistant director, and two secretaries for food service operations where enrollment exceeds 7,000 students. The current student enrollment at HCS is 11,128.

Because child nutrition needs to have visual representation at the schools, the director should be more available to visit the schools and better monitor the program. To accomplish this, instead of adding an assistant director, child nutrition could transfer two school-based employees and assign at least one 7.5 hour position and one 3.5 hour position to assist with central office tasks such as menu planning, technology, meal accountability, standardizing local recipes, marketing, purchasing and the processing of

free and reduced price meals application. By reassigning existing food service employee(s), no new position(s) are required.

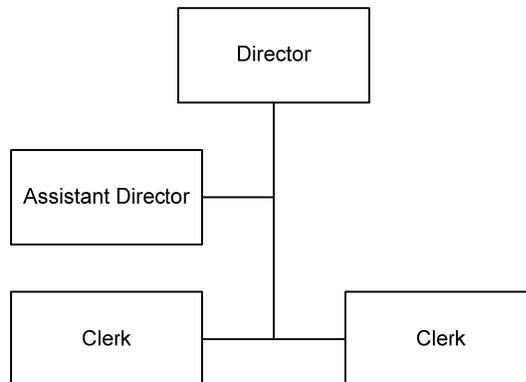
RECOMMENDATION 4-2:

Restructure child nutrition staffing to meet state recommendations.

Restructuring the child nutrition at the district office may retain current employees whose labor hours are recommended to be decreased in **Recommendation 4-1**. With clearly defined tasks and responsibilities, employees may be trained to fulfill district level positions.

A restructured organizational chart is presented in **Exhibit 4-4**. (Of note: MGT was not provided with an accurate organizational chart for the department).

**EXHIBIT 4-4
HARRISON COUNTY SCHOOLS
CHILD NUTRITION DEPARTMENT
RECOMMENDED ORGANIZATIONAL STRUCTURE**



Source: Prepared by MGT of America, Inc., 2011.

This recommendation should be implemented upon approval of the BOE.

FISCAL IMPACT

This recommendation may be implemented by reassigning existing staff. It is possible additional monies may be needed for an assistant director or additional district level supervisor. Due to the number of variables involved (for example, new pay scale and qualifications of candidate), direct costs to the district cannot be determined.

4.2 Financial Management

FINDING

During the 2010-211 school year, the child nutrition department reported a \$251,000 deficit consisting of \$247,600 in lost revenue due to uncollected sales of humanitarian meals to students and \$3,400 in lost revenue due to adult-charged meals.

This amount represents 6 percent of the suggested cuts in paid labor dollars (**Recommendation 4-1**). During the 2009-10, school year, student humanitarian meals and adult-charged meals cost the district \$160,000.

It is the district's policy to provide meals to all students even if they do not have money to pay for meals. However, there is no similar policy affecting adults.

RECOMMENDATION 4-3:

Establish procedures to collect funds for humanitarian meals provided to students and to eliminate charged meals for adults.

The challenge of collecting funds for charged meals is not unique to HCS. Districts across the country struggle with this issue on a daily basis. The current HCS practice dictates that food service programs provide meals to students and adults, charging their accounts. A monthly invoice is generated and distributed to each participant. Unfortunately, many of the funds for the charged meals are never recovered by the district. Suggestions to help avoid the accumulation of charged meals include:

- Eliminate the method of invoicing for meals served. Require staff and households to pre-pay for their child's account or pay on a daily basis. The district can then establish a charge limit. Many districts cap charges from elementary children at three meals. When a child receives the first charged meal, a note is sent home to inform the parent or guardian of the lack of funds in the student's account. The note also outlines the district's charge policy. When a child receives a second charged meal, the cashier/manager calls the household to notify a parent or guardian of a previously charged meal and the need for funds in the child's account. In addition to requesting payment for the charged meals, the cashier asks the parent or guardian if he or she would like to complete an application for free and reduced price meals and notifies him or her of the district's charge policy. When the child receives a third charged meal, the principal is notified. If charges are not repaid and the child's account remains unfunded, the child receives a "less expensive" meal, (i.e. cheese or peanut and butter sandwich) and milk during subsequent meal services and the district cannot claim the meal for reimbursement. Many districts expand this policy to allow one charged meal for middle school students and zero charges for high school students.
- Currently, many HCS schools have their point of sale (cash register) at the beginning of the line, a practice only allowable with approval of the state agency. The cashier enters the child's name or personal identification number in the point of sale terminal; the cashier can then see that the child does not

have adequate funds in his or her account. Rather than prepare a regular meal for the child, the student can be given an alternative meal, thereby reducing the child's embarrassment.

- Provide incentives such as pizza parties for each class that has a 100 percent return rate of free and reduced price meals applications.
- Utilize public television, radio stations, and newspapers to notify the community of the meal charging policy.
- Schools can create a "slush" fund or "angel" fund to pay for meals served to students with no money. This would relieve the students from receiving a humanitarian meal while trying to collect money from the parent or guardian.

Hillsborough County Public Schools, Florida, implemented a school board approved humanitarian meal policy that reduced the loss from \$600,000 in 2005 to \$36,000 in two years. It was made public to all families and school administration that elementary students were allowed five charged meals before an alternate meal was given. Secondary students were allowed three charged meals before an alternate meal was given. The alternate meal consisted of a cold sandwich and milk. The policy also established procedures for contacting parents prior to student accounts running out of money. Some schools required the students to call their parents before they were allowed to charge.

HCS may also apply for participation in USDA's special assistance program, which permits alternative meal counting and claiming procedures (i.e., Provision 2). This program allows districts to serve all children at no cost during the four-year cycle of the program. Providing meals at no cost often increases the meal participation. During the first year of Provision 2, schools are encouraged to collect free and reduced price meals applications from all households. Meals are counted and claimed according to eligibility statuses as determined on the application but students do not pay for their meals. In subsequent years, meals are claimed based on percentages of participation established during the first year of Provision 2. Students do not pay for their meals during the time the school participates in Provision 2. In addition to eliminating charges, Provision 2 also increases participation in school meals programs by removing the stigma of "free lunch".

Staff members or adult guests of the school should not be allowed to charge a meal. When adults charge meals, their meals become subsidized by the reimbursement received for meals served to children—but child nutrition program funds are designated for enrolled students only. Adults are required to pay for food served which has been purchased by these funds. Under Public Law 97-35, School Food Authorities (SFAs) must ensure that the federal reimbursements, children's payments, and other non-designated nonprofit food service revenues do not subsidize program meals served to adults. The district should be proactive and support the Child Nutrition Department in eliminating adult meal charges. Adult meal charges are a direct violation of USDA Food and Nutrition NSLP rules and regulations.

This recommendation should be implemented when supporting policy is created by state agency with HCS developing practices and procedures to support the state statute.

FISCAL IMPACT:

There is a minor fiscal impact to implement this recommendation. Existing staff can be used to contact households. In addition, letters to households may be sent electronically email or reproduced at minimal cost through the district's printing facilities.

An exact amount of funds that can be recovered or the costs related to these recommended actions cannot be determined without an audit of charged meals. However, implementation may potentially save the district \$200,000 in general revenue fund transfers to cover the debts of the child nutrition department.

FINDING

HCS has successfully maximized breakfast participation by implementing Grab-N-Go breakfast in three schools.

Breakfast includes juice or fruit, milk, and weekly selections of cereal, muffins, bagels, or french toast. This program began in South Harrison High School six years ago. It was so successful that the manager received a recognition award for increasing the breakfast participation 200 percent in the first week.

COMMENDATION 4-A:

The child nutrition department is dedicated to ensuring that students receive a healthy breakfast, including the implementation of grab-n-go breakfasts at three schools.

RECOMMENDATION 4-4:

Implement grab-n-go breakfasts at all HCS sites.

The success of the grab-n-go breakfast at South Harrison High School supports the expansion of this program to all sites. In addition to ensuring all students in the district receive healthy breakfasts, additional breakfast meal counts through service at the remaining 19 sites will produce more revenue for the department.

Exhibit 4-5 indicates that implementing grab-n-go breakfast at the remaining 19 sites and achieving a conservative 50 percent participation rate will result in more than \$2,500 in additional revenue on a daily basis, or \$495,873 additional revenue annually.

**EXHIBIT 4-5
HARRISON COUNTY SCHOOLS
IMPLEMENT GRAB-N-GO BREAKFAST AT
19 SITES FOR INCREASED PARTICIPATION**

SCHOOL NAME	ENROLLMENT	CURRENT DAILY BREAKFAST PARTICIPATION # / %	TARGET DAILY BREAKFAST PARTICIPATION # / %	INCREASE IN REVENUE (DIFFERENCE IN PARTICIPATION x REIMBURSEMENT RATE)
Adamston	333	92/28%	167/50%	\$89.25
Johnson	700	142/20%	350/50%	\$247.52
Lost Creek	198	105/53%	Maintain 53%	0
Lumberport	400	135/34%	200/50%	\$77.35
North View	305	123/40%	153/50%	\$35.70
Norwood	394	113/29%	197/50%	\$99.96
Simpson	432	67/16%	216/50%	\$177.31
West Milford	508	213/42%	254/50%	\$48.79
Wilsonburg	266	103/39%	133/50%	\$35.70
Big Elm	742	259/35%	371/50%	\$133.28
Salem	352	176/50%	Maintain 50%	0
Bridgeport MS	538	69/13%	269/50%	\$238.00
Lumberport MS	436	152/35%	218/50%	\$78.54
WI MS	639	140/22%	320/50%	\$214.20
Mountaineer MS	474	156/33%	237/50%	\$96.39
Bridgeport HS	784	47/5%	392/50%	\$410.55
Liberty HS	608	76/13%	304/50%	\$271.32
Lincoln HS	614	117/19%	307/50%	\$226.10
RCB	735	136/18%	367/50%	\$274.89
*Gore Alt Center				
Total Daily Revenue				\$2,754.85
Total Yearly Revenue x 180 days				\$495,873.00

Source: Based on documentation provided by HCS regarding enrollment and participation levels, April 2011.

* Due to daily changes in student population no eligibility status data was given to MGT at time of review.

This recommendation should be implemented upon acceptance by the BOE and administration and completed by the end of school year 2011-12.

FISCAL IMPACT

No additional staff resources would be needed to implement this recommendation as an increase in the breakfast program could utilize some of the capacity that results from current overstaffing.

Assuming a 50 percent participation rate, implementing grab-n-go breakfast at the remaining 19 sites will provide an estimated \$495,873 additional revenue annually, or \$2,479,365 over five years.

RECOMMENDATION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Implement Grab-n-Go Breakfast at 19 Sites	\$495,873	\$495,873	\$495,873	\$495,873	\$495,873

FINDING

Meal prices at HCS are 25 percent to 55 percent lower than peer districts and are not in compliance with recent meal pricing equity legislation.

HCS has not raised meal prices in two years, even though negative economic factors have increased the cost of food, paper, and fuel. **Exhibit 4-6** illustrates meal prices of peer districts Cabell County and Raleigh County in comparison to HCS. As can be seen, HCS meal prices are considerably lower than the peer district meal prices.

**EXHIBIT 4-6
HARRISON COUNTY SCHOOLS AND PEER DISTRICTS
MEAL PRICE COMPARISON**

	HARRISON COUNTY SCHOOLS	CABELL COUNTY SCHOOLS	RALEIGH COUNTY SCHOOLS
Elementary Breakfast	\$.75	\$1.35	\$1.00
Secondary Breakfast	\$.85	\$1.35	\$1.00
Elementary Lunch	\$1.15	\$1.75	\$1.25
Secondary Lunch	\$1.40	\$2.00	\$1.40

Source: <http://www.harcoboe.com/>, <http://boe.cabe.k12.wv.us/>, http://www.edline.net/pages/Raleigh_CSD, 2011.

RECOMMENDATION 4-5:

Increase the price of full paid breakfasts and lunches by \$.25 to align with peer districts and comply with federal legislation.

The implementation of this recommendation will have a positive annual fiscal impact on the district each year. This recommendation should result in the increase of the price of both full paid breakfast and lunch by \$.25. Additional annual revenue for breakfast will be \$49,209 and annual lunch revenue will increase \$163,845. While the revenues may actually increase even more, increased participation in the meal programs is not included due to the typically negative reaction to increasing prices.

Recent legislation requires NSLP sponsors to compare the average price for paid lunches to the difference between the per meal federal reimbursement for free and paid lunches. According to USDA, if a district’s average price for a paid lunch is \$2.46, the district is in compliance. The average price per paid lunch for HCS is \$1.27. As a result, the district is not only losing money on each paid meal that is served, but the district is also out of compliance with federal regulations.

The limited maximum required increase is \$.10; however, the district may decide to increase prices more than \$.10. If the district does not increase meal prices to the average of \$2.46 per paid meal, non-federal funds must be added to the food service account.

To reiterate SFAs are not required to raise prices more than 10 cents annually. SFAs may, at their discretion, increase prices for paid lunches by more than 10 cents. In lieu

of increasing prices, a school food authority may reduce the average price of a paid lunch if an equivalent amount of financial support is added from non-Federal sources of funds (other than in-kind contributions). These provisions are found at § 7 CFR 210.14(e)(4) and (e)(5).

The recommendation is a 25 cent increase because HCS pricing for a full paid lunch is significantly lower than peer districts and \$1.19 below national recommendation. This recommendation should be implemented upon approval of the BOE.

FISCAL IMPACT:

Additional staff will not be needed as no increase in participation is anticipated. The total annual increase in revenue is estimated at \$213,054. Increased revenues over five years could be an estimated \$1,065,270.

RECOMMENDATION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Increase Elementary and Secondary Breakfast \$.25	\$49,209	\$49,209	\$49,209	\$49,209	\$49,209
Increase Elementary and Secondary Lunch \$.25	\$163,845	\$163,845	\$163,845	\$163,845	\$163,845
TOTAL	\$213,054	\$213,054	\$213,054	\$213,054	\$213,054

FINDING

HCS food costs are well below industry standards. Recommended benchmarks published by NFSMI advise that labor and food expenses account for no more than 80-85 percent of revenue. The child nutrition department uses government subsidized commodity foods efficiently to reduce the use of commercially purchased food items. The value of commodities used during school year 2010-11 is \$360,850.

COMMENDATION 4-B:

The child nutrition department maintains food costs below the industry standard.

FINDING

HCS does not have an overall child nutrition marketing plan and therefore does not have a plan for increasing student participation.

Interviews with staff indicated that there has been minimal marketing of the child nutrition program. Marketing is limited to publishing the breakfast and lunch menus on the district’s website and local newspaper. There is no overall marketing plan with goals to increase participation, target specific items, or showcase best practices.

There is little to no effort to reduce the look and feel of institutionalization in the cafeterias, such as signage or decoration. In order to persuade children to participate in

the breakfast and lunch programs, the administration must actively market to the wants and needs of the children and make those options attractive.

Marketing can be an inexpensive way to increase participation and improve public perception of a school food service program. Without intentional marketing efforts, many parents and students are unaware of the benefits of eating healthy school meals, and participation suffers as a result.

Norfolk City Schools in Virginia has utilized effective marketing plans to sustain positive perceptions of its child nutrition program. For example, the district branded its products, developed a marketing strategy, and evaluated the results.

RECOMMENDATION 4-6:

Create a marketing plan involving students, parents, teachers, department staff, and members of the community to increase meal participation.

Marketing efforts can be as simple as training staff in the art of customer service or as elaborate as having district-wide participation contests. Marketing should be an on-going effort that includes surveys to gather stakeholder input, advertising School Lunch Week, Nutrition Awareness Week, National School Breakfast Week, Child Nutrition Employee Appreciation Day, and various contests and promotions. Other marketing efforts may include:

- Present “School Child Nutrition Facts” to teachers and staff during meetings. Ensure that all school employees understand that federal law requires child nutrition programs to be self-sufficient and that every dollar transferred from general revenue accounts to child nutrition is a dollar not available for classroom supplies and teacher salaries.
- Attend parent-teacher meetings to explain to parents that children’s humanitarian meals (charged meals) are their financial responsibility.
- Attend open house meetings to encourage households to complete the application for free and reduced price meals.
- Decorate cafeterias and serving lines to support curriculum. Ideas include:
 - Student reports or pictures of presidents in honor of Presidents’ Day.
 - Serve green eggs and ham for breakfast in celebration of Dr. Seuss month.
 - Dress in costumes for Halloween.
- Include the daily menu in the morning announcements.
- Serve food in an appetizing manner by adding a garnish to plain fruits and vegetables. Ideas include:
 - Add a slice of cherry to a cup of pears.
 - Sprinkle brightly colored dry Jello on cut apples.
 - Add small amounts of shredded cheese to side salads and raw broccoli.
 - Top sweet potatoes with marshmallows.

- Create flyers to advertise the schools' accomplishments and send them home to parents. Potential items to highlight include:
 - Grab-n-go Breakfast.
 - Healthy variety of fresh fruits and vegetables are available each day.
 - Whole grains are offered each day.

Local newspapers are often willing to write positive articles about area schools to improve public perception. Staff members usually write public service announcements (PSAs) in the form of informational interviews, which are then published in the newspaper to create positive reinforcement for child nutrition programs.

An integral part of marketing is determining what potential customers want. One way to gather such information is by conducting surveys. There are no records of written surveys to learn about HCS student preferences. Today's students are not a captive audience; they have food options beyond the school cafeteria. For example, children may bring lunches from home or have a family member bring lunch to them from local fast food restaurants. In order to increase participation in the child nutrition program, schools must serve the foods students want, and the only way to determine that is to ask them.

Formal surveys and routine monitoring of customer satisfaction is critical in the quest to increase participation. A survey can provide important information regarding perceptions of cleanliness, food quality, and customer service.

NFSMI has published extensive research detailing the importance of satisfaction surveys as well as guidelines for conducting successful customer satisfaction surveys. NFSMI resources, such as the *School Child Nutrition Survey Guide*, sample surveys, tools for implementation, and resources for evaluation are available online: <http://www.nfsmi.org>.

Simple marketing techniques that increase participation by as little as 5 percent yield profitable financial results. This recommendation should be implemented beginning school year 2012-13.

FISCAL IMPACT

This recommendation can be implemented with existing staff and no measureable negative fiscal impact. Existing resources can be used to form and implement a marketing plan. NFSMI, USDA, and the governing state agency can provide guidance and promotional materials at no cost. Surveys may be conducted online with no printing costs are incurred.

Implementing a marketing program to increase the approved free lunch participation by 5 percent will generate an additional \$112,250 annually; increasing reduced price participation by 5 percent will generate \$18,686 annually, for a total \$130,936 annually. The total estimated additional revenue over five years is \$654,680.

RECOMMENDATION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Marketing Free Lunch Participation	\$112,250	\$112,250	\$112,250	\$112,250	\$112,250
Marketing Reduced Price Meal Participation	\$18,686	\$18,686	\$18,686	\$18,686	\$18,686
TOTAL	\$130,936	\$130,936	\$130,936	\$130,936	\$130,936

FINDING

Schools are not provided monthly profit and loss statements by site; as a result, site managers and district child nutrition administrators are unable to monitor revenue and expenditures.

According to inTeam Associates, the number one requirement for effective cost control management is an accounting system that provides accurate and timely financial data. This information must be created and maintained by an employee who has enough basic accounting knowledge to understand the data and related reports. In addition, the site managers must know how to use the information and how to take corrective action when needed.

School child nutrition financial reports are also called revenue and expenditure reports, or balance sheets, and should capture the financial position as of a recent point in time. These reports are generally presented in percentages. Each school should receive its own financial statement in a timely manner.

When site administrators are provided accurate financial information, they are better able to control costs. Cost control requires use of financial reports to monitor, evaluate, and correct performance of child nutrition programs.

RECOMMENDATION 4-7:

Create monthly profit and loss statements for each site.

Providing site managers (for example, cook III) with financial information about their programs will give them the tools needed to measure progress and track profit and loss.

The implementation of the new Primero software system will greatly improve the department’s ability to account for the profitability of each school-based food service program. It is essential that the district utilizes these data to monitor the performance of **individual** programs, as well as the overall food service operation, to gain an appropriate understanding of actual performance. These data need to be compiled, analyzed and reported to district leadership to monitor and demonstrate the ongoing success of the department.

Orange County Public Schools in Florida provides accurate financial information in the context of monthly profit and loss statements for each of its 192 sites. Managers at each site are able to take actions to self-correct when they know expenses are too high. For

example, a site may decide not to request a substitute worker when a staff member is absent. By not incurring additional labor costs, sites are able to reduce their expenses.

HCS utilizes a new software program, Primero, since January, 2011, specifically designed for school food service. According to State Agency staff, Primero is able to produce profit and loss reports for each site. During staff interviews, it was evident the system was not being used to its full potential. Staff was not familiar with all aspects or capabilities of the program.

It is in the best interest of district staff to invest the time to train all HCS Child Nutrition employees in the operation of Primero; in particular, how to generate reports pertaining to revenue and expenses. Monthly profit and loss documentation allows staff to make informed decisions regarding program operation. This recommendation should be implemented immediately.

FISCAL IMPACT

This recommendation can be implemented with existing staff and software at no additional cost.

4.3 Program Compliance

FINDING

Child nutrition funds are not tracked separately from other district revenues.

Child nutrition revenue and expenses are accounted for through the district finance department. The treasurer/chief school financial office is responsible for recording expenses, distributing federal funds, calculation of cash sales, and balancing the budget. USDA regulations outline the accounting practices for school food service expenses and revenues.

USDA identifies the nonprofit school food service account as the restricted account in which all revenue from school food service operations conducted by the school food authority principally for the benefit of school children is retained and used only for the operation or improvement of the nonprofit school food service program.

NFSMI developed a financial management information system as a uniform reporting and analysis system to allow school food service administrators to compare financial positions and operational performance. It is a system based on national standards that allows comparison with other school districts similar in type, size, location, number of meals served and other variables.

This program provides information to enable administrators to recognize sound financial principles as the primary foundation for the program. Food service administrators are encouraged to use this type of model as school nutrition programs move toward more national standardization.

RECOMMENDATION 4-8:

Restructure district accounting methods to identify child nutrition with its own accounting fund.

The director should work cooperatively with the district finance department to set up recommended account codes, budgeting, accounts payable, and accounts receivable, using USDA recommended accounting codes to identify revenues and expenditures associated with the child nutrition program. All federal reimbursements, cash collected at the serving line, or other accounts receivables, should be deposited into a separate food service account, not the district's general bank account.

While it is allowable to monitor the district's food service funds as it is currently being done, this method is not recommended. It is considered an industry best practice for food service funds to accrue to a separate account.

According to the USDA Executive Summary published in 1994, it is required that the child nutrition department operates a self sufficient nonprofit program and maintains a breakeven profit/loss. In addition, according to NFSMI's Financial Management, the amount of revenue generated must be sufficient to ensure funds are available to pay expenses in a reasonable amount of time.

This recommendation should be implemented when WVDE develops supportive new state regulation.

FISCAL IMPACT

This recommendation can be implemented with existing staff and software at no additional cost. NFSMI provides all necessary instructions, forms, and training for food service financial accounting practices on its website at www.nfsmi.org.

FINDING

There is no second party check prior to the West Virginia state claim being submitted.

The monthly meal counts are consolidated from the school's automated systems and recorded on the claim form. The meal counts are not evaluated for accuracy.

According to federal regulations the district is required to evaluate the claim for reimbursement prior to submitting to the state agency for payment. Should there be any indication that meal counts are questionable, documentation supporting the evaluation and accuracy of the meal count must be maintained. If changes are made to the meal counts, written documentation supporting the changes should be available at both the site and district levels. Federal regulations deem all issues relating to meal counts as critical areas and are therefore subject to reclaim of federal funds.

RECOMMENDATION 4-9:

Create a system of checks and balances ensuring the accuracy of the monthly meal claim prior to submission to WVDE.

The district is at risk of having negative fiscal action taken by state reviewers if it is found to have inadequate meal counting and claiming procedures. Using Primero, the district can monitor meal counts and edit checks to ensure meal counts are accurate. In addition, the district can review daily counts to identify potential errors.

This recommendation should be implemented beginning school year 2012-13.

FISCAL IMPACT

This recommendation can be implemented with existing staff at no additional cost to child nutrition, but not implementing it could cost the department federal reimbursement dollars.

FINDING

All meals are not properly accounted for; therefore, all meals are not eligible for reimbursement.

During school site visits, non-food service staff were observed entering meals into the automated system. These staff members, not being familiar with program regulations, did not account for the meals correctly. For example, at one elementary school, while observing breakfast, approximately 35-40 students passed the cashier to get their breakfasts. This group of children selected their meals, ate their meals, then got in line to have their names entered into the POS system. There was no point of service meal count as required by USDA.

It was observed at several schools that the fruit and vegetable items for a reimbursable meal were on a salad bar located in the cafeteria behind the cashier. The fruit/vegetable bars were unsupervised so it could not be determined if children had selected enough items or correct portion sizes of items. Some of the utensils being used to serve the fruit and/or vegetable portions were serving spoons versus a 4-ounce portioned utensil which is better suited to ensure proper serving sizes. Since the area is congested with students, the cashier's view is limited and the cashier cannot confirm which students go to the bar or select the required amount of food for a reimbursable meal. At one site 23 meals were non-reimbursable and at another, 51 meals were non-reimbursable because children did not select enough food components.

In addition, non-food service staff members are not familiar with meal pattern requirements and allow students to select non-reimbursable meals. A reimbursable meal consists of a minimum of three components from four different food groups. However, during the site visits, many students were observed selecting meals with not enough food items or incorrect portions of food items.

For example, non-measurable spoons were used to portion food items as opposed to portion control scoops and ladles. Since the automated accounting system is located at the beginning of the serving line, in most schools observed, there is no one at the end of the line to monitor student's meals to ensure they select a reimbursable meal. At one site, 23 incomplete meals were observed. At another site, 51 incomplete meals were observed.

Another issue that caused meals to be non-reimbursable is because the lack of use of standardized recipes. Recipes were not available in some instances and were not followed in some instances. At an elementary school, a standardized recipe was not used to produce the macaroni and cheese because the evaluator saw the canned cheese products in the garbage. Canned cheese is not part of a standardized recipe and does not supply the necessary protein component. As a result, these meals would be considered nonreimbursable.

RECOMMENDATION 4-10:

Conduct annual compliance training for all persons working with national school lunch and school breakfast programs.

To ensure meals are correctly accounted for, child nutrition staff should provide training to anyone responsible for counting meals claimed for reimbursement. Meal counting and claiming guidance is available from USDA at www.fns.usda.gov/fns/.

In particular, USDA requires meal counts to be taken at the point of service where it can be determined the child received a reimbursable meal. It may be necessary to rearrange equipment to allow staff better visibility of meals as children serve themselves. Additionally, staff should be trained to identify a reimbursable meal under the provisions of offer vs. serve.

The district should provide training to staff in the use of standardized recipes to ensure reimbursable meals are offered to students. USDA has hundreds of recipes that are classified as “standardized.” Standardized recipes guarantee, that if followed exactly, the product will supply the proper components needed to meet the standards of a reimbursable meal.

USDA regulations specify minimum requirements for meals claimed for reimbursement. To receive federal funds for meals served to students, it is imperative that the staff serving and counting meals know meal pattern requirements.

This recommendation should be implemented this school year and scheduled on a regular basis.

FISCAL IMPACT

This recommendation can be implemented with current staff at no additional cost.

5.0 FACILITY USE AND MANAGEMENT

5.0 FACILITY USE AND MANAGEMENT

This chapter presents the results of the review of facility use and management functions in Harrison County Schools (HCS). The six sections in this chapter are:

- 5.1 Organizational Structure
- 5.2 Planning
- 5.3 Capital Construction Program
- 5.4 Maintenance
- 5.5 Custodial Services
- 5.6 Energy Management

A comprehensive facilities management program should be based on sound planning, cost-effective design and construction, proactive maintenance and cleaning, and aggressive energy management strategies. The administration of the program must effectively integrate facilities planning with the other aspects of institutional planning.

Well-planned facilities will be based on the educational program and on accurate enrollment projections. The design process will have input from all stakeholders, including administrators, teachers, parents, and maintenance staff. The maintenance and operation of the facilities must be accomplished in an efficient and effective manner to provide a safe and secure environment which supports the educational program and efficiently utilizes the district's resources.

INTRODUCTION

Commendations in this chapter include:

- Commendation 5-A** HCS maintains a well-organized facilities use and management function.
- Commendation 5-B** HCS has developed a 10-Year Facilities Master Plan.
- Commendation 5-C** HCS effectively manages the construction program when measured against an industry parameter.
- Commendation 5-D** HCS incorporates sustainable/green and safety/security aspects into the design of its schools.
- Commendation 5-E** HCS contains maintenance costs.

The following recommendations are included in this chapter:

- Recommendation 5-1** Use multiple models to develop enrollment projections and update the projections annually.
- Recommendation 5-2** Evaluate the utilization rates of all schools annually.
- Recommendation 5-3** Establish use fees based on actual costs and reevaluate the application of those fees to all group types.
- Recommendation 5-4** Prepare a new bond election order.

- Recommendation 5-5** Adopt the preventive work order system being developed by WVDE.
- Recommendation 5-6** Develop and maintain an inventory of all maintenance parts and materials.
- Recommendation 5-7** Conduct an annual custodial customer satisfaction survey.
- Recommendation 5-8** Establish cleaning supply budgets for all schools.
- Recommendation 5-9** Establish goal of 25 percent for cost avoidance in utility usage.
- Recommendation 5-10** Install trash compactors at each school site.

5.1 Organizational Structure

The organizational structure of the facility use and management functions can support or inhibit an effective operation. The structure should delineate clear lines of communication and areas of responsibility.

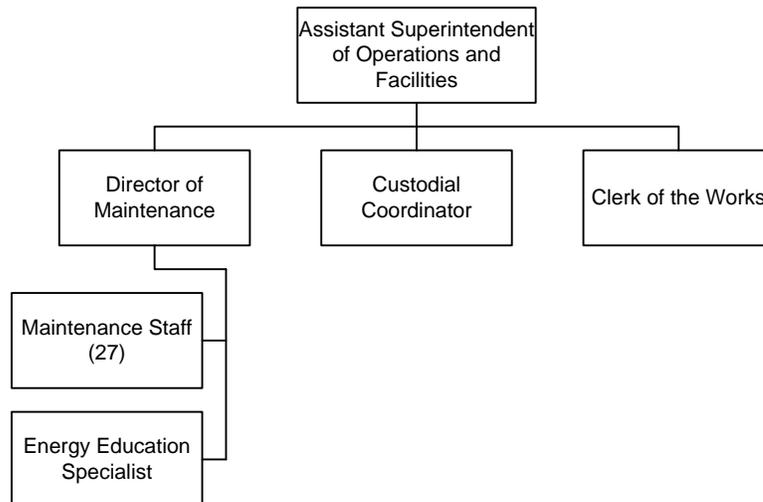
The facility use and management functions for a larger school district with a substantial program of new construction are typically organized with two sides. One side contains the maintenance and operations functions, while the other side contains the design and construction functions. Planning functions may or may not be included in the design and construction side since planning activities are often focused on staffing needs in addition to student demographic projections. Smaller districts, or districts without a substantial new construction program, typically combine these functions in one organizational unit.

FINDING

The facility use and management functions in HCS are organized in a simple and straightforward structure.

The facility use and management functions in HCS are administered by the assistant superintendent of operations and facilities. The director of maintenance reports directly to the assistant superintendent and oversees the maintenance staff and the energy education specialist. The custodial coordinator and the clerk of the works also report directly to the assistant superintendent. **Exhibit 5-1** provides a chart of this organizational structure.

**EXHIBIT 5-1
HARRISON COUNTY SCHOOLS
ORGANIZATIONAL CHART FOR
FACILITY USE AND MANAGEMENT FUNCTIONS
2011-12 SCHOOL YEAR**



Source: MGT of America, Inc., interviews, 2011.

As shown in the organizational chart, the structure is logical and the lines of communication are direct. The functions are grouped in traditional and logical combinations.

COMMENDATION 5-A:

HCS maintains a well-organized facilities use and management function.

5.2 Planning

Planning services are those activities that are necessary prior to starting the actual design of a school facility. These services include demographic and attendance zone studies, capacity and utilization analysis, land acquisition, and school site permitting.

Accurate enrollment projections are a critical planning tool for school districts. In the short-term, districts must be able to plan for teacher staffing levels and the placement of mobile classrooms. In the long-term, school districts must have accurate enrollment projections in order to plan on where and if to build new schools.

Attendance boundaries define the geographic zone from which a particular school will draw its students. Attendance zones traditionally are the neighborhood(s) adjacent to a particular school. With initiatives such as bussing for economic balance, free choice, and magnet schools, the development of attendance zones has become a more complicated process. School districts must adjust attendance zones as these initiatives and population changes affect the enrollment of a school.

Effective school facility planning requires the development of standards and guidelines that detail the number and types of spaces that will be included in a school. These standards and guidelines should be developed with the goal of providing a safe and secure environment that enhances the educational experience of the student. In addition, a district needs to establish the standards for measuring the capacity of a school. By comparing the capacities of the facilities with current and projected enrollments, a district can project the space it needs.

FINDING

HCS has developed a comprehensive long-range facilities master plan.

The West Virginia Department of Education (WVDE) requires each school district to develop a 10-year comprehensive educational facilities plan (CEFP). HCS's CEFP is comprehensive, up-to-date, and prepared by a certified facilities planner.

The CEFP contains the following sections:

- Goals and Objectives
- Community Analysis
- Enrollment Study
- Education Plan
- Educational Adequacy of Existing Facilities
- Major Improvement Plan
- Translating Education Needs into Facility Needs
- Inter-County Feasibility Study
- Finance Plan
- Synopsis of Comments from Public Hearing
- Objective Evaluation of Implementation
- Building Improvement Cost Summary

A comprehensive 10-year facilities master plan is the cornerstone to a well-managed educational facilities program and is considered a best practice.

COMMENDATION 5-B:

HCS has developed a 10-Year Facilities Master Plan.

FINDING

The accuracy of HCS's enrollment projections varies between the grades.

HCS has a 10-year CEFP in place, which includes 10-year enrollment projections. The District contracted with a certified facility planner in 1999 to prepare its 2000-2010 CEFP. The CEFP does not describe the specific technique used in developing the enrollment projections, but simply states the projections were developed using information about historical trends.

Exhibit 5-2 presents a comparison of the 2000-2010 CEFP enrollment projections with the actual enrollments for the school system. As the exhibit shows, the enrollment projections were accurate for the high school grades, less accurate for the middle school grades, and significantly inaccurate for the elementary school grades.

**EXHIBIT 5-2
HARRISON COUNTY SCHOOLS
ANNUAL ENROLLMENT PROJECTIONS FOR HCS
2004-09 SCHOOL YEARS**

ELEMENTARY SCHOOLS				
SCHOOL YEAR	PROJECTED ENROLLMENT	ACTUAL ENROLLMENT	OVER/UNDER PROJECTION	% OVER/UNDER PROJECTION
2004-05	5,346	4,845	-501	-10%
2005-06	5,373	4,728	-645	-14%
2006-07	5,400	4,683	-717	-15%
2007-08	5,427	4,683	-744	-16%
2008-09	5,455	4,736	-719	-15%
Average			-665	-14%

MIDDLE SCHOOLS				
SCHOOL YEAR	PROJECTED ENROLLMENT	ACTUAL ENROLLMENT	OVER/(UNDER) PROJECTION	% OVER/UNDER PROJECTION
2004-05	2,794	2,630	-164	-6%
2005-06	2,775	2,654	-121	-5%
2006-07	2,774	2,693	-81	-3%
2007-08	2,739	2,595	-144	-6%
2008-09	2,702	2,446	-256	-10%
Average			-153	-6%

HIGH SCHOOLS				
SCHOOL YEAR	PROJECTED ENROLLMENT	ACTUAL ENROLLMENT	OVER/(UNDER) PROJECTION	% OVER/UNDER PROJECTION
2004-05	3,396	3,396	0	0%
2005-06	3,440	3,388	-52	-2%
2006-07	3,489	3,370	-119	-4%
2007-08	3,469	3,346	-123	-4%
2008-09	3,442	3,399	-43	-1%
Average			-67	-2%

Source: HCS 2000-2010 CEFP, 2011.

Accurate enrollment projections are a basic tool of effective facilities planning. Inaccurate projections can lead to a surplus or lack of appropriate space. Surplus space

wastes valuable public resources. A lack of space can affect the educational environment and force the use of portable buildings.

RECOMMENDATION 5-1:

Use multiple models to develop enrollment projections and update the projections annually.

There are several enrollment projection methodologies and each one has some negative and positive aspects. Effective planners utilize multiple methodologies and then develop a weighted average to arrive at balanced long range projections. These projections are then updated on an annual basis in reaction to current enrollment data and trends.

Four common methodologies are:

- Cohort survival.
- Linear regression.
- Annual percentage change.
- Student per household.

The assistant superintendent of operations and facilities should be responsible for annually updating the enrollment projections found in the CEFPP.

FISCAL IMPACT

This recommendation can be implemented using existing district resources.

FINDING

HCS has excess capacity at the middle and high school levels.

Using the current capacities (as identified in the CEFPP) and the current and projected enrollments, **Exhibit 5-3** calculates the current and projected utilization rate of each school and the average utilization at the elementary, middle, and high school levels.

**EXHIBIT 5-3
HARRISON COUNTY SCHOOLS
ENROLLMENT CAPACITY AND UTILIZATION RATES
2011 and 2020**

SCHOOL	TOTAL SQUARE FOOTAGE*	CAPACITY	2011 CURRENT ENROLLMENT	CURRENT UTILIZATION	2020 PROJECTED ENROLLMENT	PROJECTED UTILIZATION
ELEMENTARY SCHOOLS						
Adamston ES	55,302	425	305	72%	292	69%
Big Elm ES	69,765	725	673	93%	647	89%
Johnson ES	45,816	590	631	107%	622	105%
Lost Creek ES	22,504	185	186	101%	164	89%
Lumberport ES	30,257	350	357	102%	289	83%
North View ES	44,000	335	288	86%	297	89%
Norwood ES	29,525	350	345	99%	327	93%
Nutter Fort Primary	115,144	570	719	126%	669	117%
Nutter Fort Intermediate		598	531	89%	492	82%
Simpson ES	39,526	410	387	94%	370	90%
Salem ES	64,000	475	339	71%	304	64%
West Milford ES	56,000	500	452	90%	437	87%
Wilsonburg ES	29,262	314	250	80%	226	72%
Total/Average	601,101	5,827	5,463	94%	5,136	88%
MIDDLE SCHOOLS						
Bridgeport MS	105,525	850	539	63%	552	65%
Lumberport MS	68,295	675	436	65%	446	66%
South Harrison MS	51,650	425	303	71%	298	70%
Mountaineer MS	72,620	574	473	82%	473	82%
Washington Irving MS	122,798	936	628	67%	574	61%
Total/Average	420,888	3,460	2,379	69%	2,343	68%
HIGH SCHOOLS						
Bridgeport HS	110,431	925	794	86%	809	87%
Liberty HS	126,081	950	626	66%	630	66%
Lincoln HS	154,692	775	633	82%	606	78%
Robert C. Byrd HS	198,703	1262	775	61%	781	62%
South Harrison HS	91,103	525	422	80%	408	78%
Total/Average	681,010	4,437	3,250	73%	3,234	73%

Source: HCS 2000-2010 CEFP, 2011.

As **Exhibit 5-3** shows, the utilization rates at the elementary level are currently 94 percent and projected to be 88 percent. The WVDE prefers to see utilization rates at approximately 85 percent. The utilization rates at the middle school level are 69 percent and 68 percent. The utilization rates at the high school level are 73 percent and 73 percent, respectively.

The high utilization rate at the elementary schools could have a negative effect on the educational process. Over-utilized schools tend to have larger classes and under-sized support spaces, such as the library and the gym. The underutilized middle schools and high schools indicate that the district is operating and maintaining excess facilities, and spending maintenance and utility funds that could be redirected to the classroom. Maintaining excess capacity costs the district in operating costs, including administrative staff, custodial staff, utilities, and maintenance.

The high utilization rate at the elementary level could be lowered by adding permanent or temporary space, or by reconfiguring the grades and shifting fifth graders to the middle schools. Reconfiguring the middle school grades would also bring up the utilization of the middle schools. The low utilization rate of the high schools could be raised by closing one of the high schools.

The best practice for schools is to maintain an overall utilization rate of 85 percent to 95 percent. This level of utilization ensures that resources are not wasted and still gives the school system some flexibility to handle enrollment fluctuations.

However, given the projected enrollments for the elementary level, it appears that the over-utilization will resolve itself due to declining enrollments. Reconfiguring the grades at the elementary and middle school levels could be a structural change that will not necessarily be needed in a couple of years. Adding temporary space at selected elementary schools may be the more prudent option.

Closing a high school would eliminate the excess space at this level. Unfortunately, the two smaller high schools that have the appropriate amount of space to eliminate are at either end of the county. Consolidating one of these schools would force students to travel distances that are not acceptable under current regulations.

RECOMMENDATION 5-2:

Evaluate the utilization rates of all schools annually.

While HCS is experiencing both over and under utilization of its facilities, neither situation is significantly critical to require long term solutions. At the most, some temporary classrooms could be added at selected elementary schools to help with the over utilization until enrollments drop as projected. A second alternative would be to adjust the attendance boundaries to balance the enrollments.

However, the district should monitor the utilization rates and ensure that they do not get to a critical level. The clerk of the works should report annually on the situation, and develop strategies with other appropriate staff to mitigate any critical levels.

FISCAL IMPACT

This recommendation can be implemented using existing district resources.

FINDING

HCS fees charged to outside users of its facilities do not cover all costs.

The fees charged to outside users of the district's facilities were established by Board of Education (BOE) Policy 2308.8, which states:

The superintendent shall have the authority and shall establish by regulation the applicable fees for the use of Board facilities. Until such regulation is adopted, the following fee structure shall be used:

<i>Gymnasium, Multipurpose Room</i>	<i>\$15.00/hour</i>
<i>Auditorium/Theater</i>	<i>\$25.00/hour</i>
<i>Facility with admission fee</i>	<i>\$25.00/hour minimum</i>
<i>Custodian/Cook additional assigned duty</i>	<i>\$15.00/hour</i>

Potential users submit a request to the principal, who approves the request and submits it to the custodial coordinator. The custodial coordinator reviews the request for appropriate insurance and applies the appropriate rate from a schedule. The current rate schedule differentiates by the type of group requesting the use. Users are differentiated into the following groups, and the above fees are applied based on the group type:

- Community/Non Profit Organizations
- Community Youth
- Benefit/Scholarship/Fund Raiser for Community
- Educational/School Affiliates
- Governmental
- HCBOE Employees
- Private for Profit/Business
- Religious
- School Event

Charging facility use fees is a common practice for school districts throughout the country. Use fees are necessary because districts are typically funded based on the operational needs for a school which does not include after hours operation of the facilities.

The best practice for establishing use fees is to determine the actual costs for operating, maintaining, and cleaning the facility on an hourly basis. The use fees established in the BOE policy appear to be arbitrary and too low to cover the actual costs. In addition, while it is not uncommon to not charge fees to some types of groups, such as community and non-profit organizations, the use of facilities by any type of group has the same cost to the school district.

RECOMMENDATION 5-3:

Establish use fees based on actual costs and reevaluate the application of those fees to all group types.

The superintendent should direct the appropriate staff to evaluate the actual costs for operating, maintaining, and cleaning school facilities. Use fees should be established based on these costs and should be charged to all outside users on a consistent basis.

FISCAL IMPACT

The fiscal impact of this option will be to increase revenues from user fees. The amount of the increase will be dependent on the new fees and the amount of time the facilities are used by outside groups. The new user fee schedule should be reviewed and approved by the board.

Last year the district received approximately \$27,723 in use fees from outside groups at 14 locations. The data did not identify how much came from fees for the facility and how much came for fees for custodial services. The data also did not identify the number of users who were not charged some or any fees.

The current fee for additional custodial service is \$15 per hour. The average custodial wage is approximately \$17.37 per hour (including benefits). This is a 16 percent discrepancy.

While it is difficult to calculate the amount of additional revenues this recommendation would result in, given the lack of data, it is safe to assume, that if all rates were adjusted and charged to all users, there could easily be a 50 percent increase in rental revenues or approximately an additional \$13,000 annually (50% of \$27,723 = \$13,861).

OPTION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Increase User Fees	\$13,000	\$13,000	\$13,000	\$13,000	\$13,000

5.3 Capital Construction Program

The mission of the typical capital construction program is to provide new and modernized facilities that meet the needs of the students at the lowest possible life cycle cost. The specific goals of a program should include:

- Establish a policy and framework for long-range planning.
- Determine the student capacity and educational adequacy of existing facilities and evaluate alternatives to new construction.
- Develop educational specifications that describe the educational program and from which the architect can design a functional facility that matches the needs of the curriculum with the potential to enhance and reinforce the education the district desires for its students.
- Secure architectural services to assist in planning and constructing facilities.
- Develop a capital planning budget that balances facility needs, expenditures necessary to meet those needs, and shows how expenditures will be financed.
- Translate satisfactorily the approved architectural plans into a quality school building and to do so within the budget and the time scheduled.
- Establish and implement an orientation program so that users of the facility can better understand the design rationale and become familiar with the way the building is supposed to operate.

FINDING

The HCS capital construction program is being successfully managed when measured against the industry standard for change order rates.

Currently, HCS has an annual capital construction program of approximately \$5 million which includes six major projects. The capital construction program is funded through four major sources, a five-year levy, School Building Authority (SBA) MIP grants, SBA

NEEDS grants, and SBA School Safety grants. The projects range from building a complete new school to an entrance remodel to improve safety and security.

The capital construction projects are identified by staff, including the clerk of the works, the maintenance director, and school principals. The final list of projects are reviewed and approved by the superintendent and the BOE. For projects that require design work, an architect is hired to work with the clerk of the works and other staff as appropriate to develop a design that is in line with educational specifications provided by SBA. Projects are put out to competitive bid, and the construction is overseen by the clerk of the works.

One parameter used to judge the effectiveness of the management of the capital construction program is the rate of change orders. Poorly designed or managed projects will often have excessively high change order rates. Change orders can be owner-initiated and are sometimes necessary. However, owner-initiated change orders should be minimized because changes to a design typically cost more during the construction phase of a project. The Council of Educational Facility Planners International (CEFPI) recommends that a reasonable change order budget for new construction is three to four percent of the construction budget. Renovation projects will typically have somewhat higher rates due to the unknown conditions in existing construction.

Exhibit 5-4 presents the record of change orders for recent HCS projects.

**EXHIBIT 5-4
HARRISON COUNTY SCHOOLS
CAPITAL CONSTRUCTION PROGRAM
CHANGE ORDER RATE – 2010-11
ESTIMATES, CHANGE ORDERS, AND A/E FEES, 2011**

PROJECT	YEAR	CONSTRUCTION BID AWARD	CHANGE ORDERS	CHANGE ORDER RATE %
Liberty High School Field House, Concession Stand, Field Lighting and Electrical	2011	\$967,503	\$5,442.67	0.56%
Liberty High School Bleachers	2010	\$339,764	(\$2,043.00)	-0.64%
WI Middle School Partial Roof Replacement	2011	\$132,264	\$3,460	2.61%
Big Elm Elementary – Roof Replacement	2011	\$379,571	\$1,000	0.26%
New Lumberport Elementary School	2011	\$10,040,879	\$245,464	2.44%
Total/Average		\$11,859,981	\$253,323	2.13%

Source: HCS Clerk of the Works, 2011.

As **Exhibit 5-4** shows, HCS is well below the industry standard for change order rates.

COMMENDATION 5-C:

HCS effectively manages the construction program when measured against an industry parameter.

FINDING

HCS has incorporated sustainable/green and safety/security design elements in its construction program.

HCS is currently finishing the construction of the new Lumberport Elementary School. In general, the design of the school is modest and straightforward, while meeting the requirements of the educational program. At the same time, the district did include some design elements that incorporate sustainable/green principles.

One of the key elements of a sustainable design is the incorporation of natural lighting to offset the need for artificial lighting. Lumberport Elementary incorporates natural lighting through windows in the classrooms, skylights in the hallways, and clerestory lighting in the cafeteria area as shown in the picture below. In addition to natural lighting, Lumberport Elementary incorporates recycled building materials, specifically floor tiles.



Source: Lumberport Elementary School clerestory lighting taken by MGT of America, Inc., 2011.

With regard to safety and security, HCS has used SBA School Safety grants to renovate some entrances to schools so that the front doors are visible to staff and visitors are forced to enter the office before going into the general building. This type of vestibule was also incorporated into the Lumberport Elementary school and is pictured below.



Source: Lumberport Elementary School vestibule taken by MGT, 2011

COMMENDATION 5-D:

HCS incorporates sustainable/green and safety/security aspects into the design of its schools.

FINDING

HCS is not financially capable of meeting the priorities it has established in the 2010-2020 CEFP.

The 2010-2020 CEFP Finance Plan identifies seven priority projects that include new construction, additions, and /or renovations at nine schools. The total cost for the seven projects is projected to be \$92 million with approximately \$53 million slated to come from local bonds or levies and approximately \$38 million from SBA grants. In addition, the finance plan lists 13 other projects that have not been scheduled or prioritized. The projected budget for these projects is in excess of \$55 million. **Exhibit 5-5** lists the prioritized project and their proposed funding.

**EXHIBIT 5-5
HARRISON COUNTY SCHOOLS
PRIORITY PROJECTS
2010-2020 CEFP**

PRIORITY	PROJECT	ESTIMATED COST	PROPOSED LOCAL FUNDING	PROPOSED SBA GRANT
1	New Lumberport Middle School	\$ 16,792,160	\$ 8,396,080	\$ 8,396,080
2	Johnson Elementary School Renovation	\$ 9,039,013	\$ 4,539,013	\$ 4,500,000
3	Bridgeport High School Renovation	\$ 16,971,368	\$ 8,971,368	\$ 8,000,000
4	New Norwood Elementary School	\$ 9,457,440	\$ 4,728,720	\$ 4,728,720
5	New Lost Creek Elementary School	\$ 5,770,224	\$ 2,885,112	\$ 2,885,112
6	Improvements to Adamson, North View, and Wilsonburg Elementary Schools	\$ 19,076,301	\$ 16,076,301	\$ 3,000,000
7	Washington Irving Middle School Renovations	\$ 15,237,674	\$ 8,237,674	\$ 7,000,000
Total		\$ 92,344,180	\$ 53,834,268	\$ 38,509,912

Source: HCS 2010-2020 CEFP, 2011.

In May 2011, HCS failed to pass a bond for a \$96 million capital construction program. The bonds would have totaled \$71 million.

To meet the goals established in the CEFP and to ensure adequate facilities for the students, HCS must develop a plan to finance the needed capital construction program. Delaying the program will only make it more expensive, negatively affect the educational process for students, and frustrate parents and stakeholders.

RECOMMENDATION 5-4:

Prepare a new bond election order.

The HCS leadership must work to meet the goals and priorities as established in the 2010-2020 CEFP. Meeting these goals will require additional financing in the form of a bond order. It is beyond the scope of this report to analyze why the last bond election failed; however, the following strategies have been used in successful bond elections.

- Create broad-based community advisory group to gather information and assist in developing proposal and informational materials.
- Develop a broad based public relations program.
- Focus the program on five to six priorities.
- Offer voters alternative bond amounts.

- Research other district's bond elections, both successful and failed.
- Develop formal communications plan.
- Contract with outside consulting firm.
- Identify strategies that utilize social networking.
- Build grass roots support prior to announcing campaign.
- Obtain board agreement on strategy and identify their role(s).

In the weeks following the consultant team onsite review the Board and Superintendent conducted a work session to address the facility priorities and bond funding. This may result in the recommended action.

FISCAL IMPACT

The fiscal impact of implementing this recommendation will be to finance a capital construction program as identified in the 2010-2020 CEF. However given the previous failed bond, and the poor economic conditions, the District should focus on five to six priority projects and give the voters a choice of the amount they approve. A bond for the first five projects would amount to approximately \$30 million; a bond for the first six projects would total approximately \$46 million.

5.4 Maintenance

The maintenance department is responsible for maintaining all HCS-owned facilities. The department employs maintenance mechanics from the typical trades; carpentry, plumbing, HVAC, electrical, etc. All grounds work is currently outsourced.

FINDING

The HCS maintenance costs are less than the national median.

American School and University Magazine conducts an annual survey of maintenance costs for school districts. According to its 2009 38th annual survey, the median costs for maintenance functions, including utilities but excluding custodial functions, is \$2.83 per square foot. The district's annual maintenance budget for the current year is \$4,922,855. The district maintains approximately 1,804,819 gross square feet of space which equate to \$2.73 per square foot for maintenance costs.

In 2010-11, the maintenance department received 5,736 work order requests. The department completed 5,390 work orders or 94 percent of those received. **Exhibit 5-6** lists the work orders closed and still open by trade.

**EXHIBIT 5-6
HARRISON COUNTY SCHOOLS
WORK ORDERS CLOSED AND OPEN
JULY 22, 2010, THROUGH JULY 22, 2011**

TRADE	WORK ORDERS CLOSED	WORK ORDERS OPEN
Asbestos	1	0
Carpentry	732	106
Custodial	720	0
Delivery	119	1
Electrical	1,034	62
Fire Protection	14	0
Food Service Delivery	389	0
General Maintenance	506	46
Grounds	15	5
Heating/Air Conditioning	698	48
Painting	68	37
Plumbing	812	27
Refrigeration	80	4
Roofing	170	6
Welding	32	4
Total	5390	346
Percent	94%	6%

Source: HCS Maintenance Department, 2011.

COMMENDATION 5-E:

HCS contains maintenance costs.

FINDING

The maintenance department currently does very little preventive maintenance that can extend the useful life of equipment.

The maintenance director states that there is insufficient staff to complete preventive maintenance. Some tasks are done on a limited basis, such as changing filters in HVAC equipment. The maintenance department utilizes a work order software program that will produce preventive maintenance work orders but the department has never implemented this module. WVDE is currently implementing a preventive maintenance program where they will provide the software and training to implement preventive maintenance in school districts.

Preventive maintenance is a key element in an effective maintenance operation. By performing preventive maintenance tasks, the life of building systems is prolonged and

maintenance tasks can be reduced. A best practice is to have the work order system automatically generate the necessary preventive maintenance work orders and to complete these tasks on a routine basis.

RECOMMENDATION 5-5:

Adopt the preventive work order system being developed by WVDE.

The implementation of a preventive maintenance program will help to reduce maintenance work order requests and prolong the life of school facilities.

The maintenance director should utilize some of the funding dedicated to summer maintenance staffing to hire the appropriate staff to implement the preventive maintenance module. The district should take advantage of training from the state.

FISCAL IMPACT

The fiscal impact of implementing this recommendation will be, in the long run, to stretch the maintenance dollars by preserving building systems. There will be no short run impact since the program can be implemented using existing funding.

FINDING

The maintenance department does not maintain an inventory of the parts and materials warehoused in its shops and on its trucks.

The maintenance department keeps some parts and materials on hand in its shops and on its trucks. This practice helps to minimize the time the staff spend buying parts or waiting for ordered parts. However, the department does not keep an inventory of the parts/materials on hand and consequently cannot ensure that parts/materials are not misused or misappropriated. In addition, an inventory will help the staff know which items are used on a regular basis and identify when it is time to order additional items. Items that are not used can be eliminated from the inventory.

A best practice is to keep an inventory of all maintenance parts/materials, have the staff sign out for all parts/materials, document the use of the parts/materials on work orders, and conduct an annual audit of the inventory.

RECOMMENDATION 5-6:

Develop and maintain an inventory of all maintenance parts and materials.

The director of maintenance should redirect some funding for additional summer maintenance staff to provide staffing for developing the inventory. He should develop procedures for maintaining the inventory, for having staff check out parts/materials, for recording the use of parts/materials on all work orders, and for conducting an annual audit of the inventory.

FISCAL IMPACT

The fiscal impact of implementing this recommendation will be to redirect some summer staff funding. Over the long run, the implementation of this recommendation will ensure that all maintenance parts/materials are being appropriately used and accounted for.

5.5 Custodial Services

Custodians are supervised by the school principals. The custodial coordinator schedules substitute custodians when custodians are absent. The custodial coordinator also reviews requests from outside groups to use school facilities and determines the appropriate fee.

FINDING

HCS does not conduct an annual custodial customer satisfaction survey nor does it use an established formula for the assignment of custodial positions to facilities.

The district does not have a formal custodial staffing formula. The level of custodial staffing has remained approximately the same for several years. HCS does add about 33 temporary custodial positions in the summer to assist with cleaning. MGT conducted limited interviews with school principals and visited HCS schools and did not hear or see any evidence that the schools were not being kept clean.

The district does not conduct annual customer satisfaction surveys that would document this finding and support the low staffing levels.



Source: HCS school hall; picture taken by MGT of America, Inc., 2011.

In previous performance reviews, MGT facilities consultants have seen school systems assign an average of between 12,600 gross square feet and 21,500 gross square feet per custodian as an operational formula. Using these averages, it has been determined that the best practice for custodial staffing for cleaning duties is approximately 20,000 gross square feet per custodian.

The consultants have also found that custodians are often required to perform duties other than cleaning. In recognition of these additional duties, the best practice level has been adjusted by 0.5 FTE at the elementary level, 0.75 at the middle school level, and 1.0 FTE at the high school level with a minimum of 3.0 FTE positions at any one school.

Exhibit 5-7 compares the current HCS staffing levels with this best practice standard. As the exhibit shows, HCS is utilizing 16 less custodial staff than the best practice standard.

**EXHIBIT 5-7
HCS CUSTODIAL STAFFING COMPARISON, 2011**

SCHOOL	TOTAL SQUARE FOOTAGE*	NUMBER OF CUSTODIANS	SF/CUST.	CUSTODIANS/BEST PRACTICE	NUMBER OF CUSTODIANS OVER/-UNDER BEST PRACTICE
ELEMENTARY SCHOOLS					
Adamston ES	55,302	3	18,434	3.5	-0.5
Big Elm ES	69,765	4	17,441	4	0
Johnson ES	45,816	3	15,272	3	0
Lost Creek ES	22,504	2	11,252	2	0
Lumberport ES	30,257	3	10,086	2	1
North View ES	44,000	3	14,667	3	0
Norwood ES	29,525	2	14,763	2	0
Nutter Fort Primary/ Intermediate	115,144	6	19,191	6.5	-0.5
Simpson ES	39,526	2	19,763	2.5	-0.5
Salem ES	64,000	3.5	18,286	3.5	0
West Milford ES	56,000	3	18,667	3.5	-0.5
Wilsonburg ES	29,262	2	14,631	2	0
Total Elementary Schools	601,101	37	16,469	38	-1
MIDDLE SCHOOLS					
Bridgeport MS	105,525	5	21,105	6	-1
Lumberport MS	68,295	3	22,765	4	-1
South Harrison MS	51,650	2.5	20,660	3.5	-1
Mountaineer MS	72,620	4	18,155	4.5	-0.5
Washington Irving MS	122,798	4.5	27,288	7	-2.5
Total Middle Schools	420,888	19	22,152	25	-6
HIGH SCHOOLS					
Bridgeport HS	110,431	5	22,086	6.5	-1.5
Liberty HS	126,081	6.5	19,397	7.5	-1
Lincoln HS	154,692	6	25,782	8.5	-2.5
Robert C. Byrd HS	198,703	9	22,078	11	-2
South Harrison HS	91,103	5	18,221	5.5	-0.5
Alt. Learning Center	54,000	2	27,000	3.5	-1.5
Total High Schools	735,010	34	21,941	43	-9

Source: HCS Custodial Coordinator and MGT of America, Inc., 2011.

* Includes Portables

RECOMMENDATION 5-7:

Conduct an annual custodial customer satisfaction survey and adopt a custodial position assignment formula.

Since HCS is operating custodial services below best practice levels for staffing, it is critical that it confirm, on an annual basis, that schools are being kept clean for staff and students.

FISCAL IMPACT

This option can be accomplished by the custodial coordinator and should have no fiscal impact. The custodial coordinator would conduct an electronic annual customer satisfaction survey. The preparation of the survey, collection of the results, and analysis of the results should take no more than four hours of staff time.

FINDING

The cost for custodial supplies varies widely between schools; the schools do not have custodial budgets and subsequently cannot determine if expenditures are reasonable.

The cost of custodial cleaning supplies varies widely when compared on the basis of dollars per square foot. **Exhibit 5-8** presents an analysis of cleaning supply costs per square foot of facility at the District's schools. The exhibit shows that costs vary from \$0.10 to \$0.33 per square foot (SF). The average cost is \$0.17/SF.

**EXHIBIT 5-8
HCS CUSTODIAL CLEANING SUPPLIES COST COMPARISON
2011**

SCHOOL	TOTAL SQUARE FOOTAGE*	ANNUAL SUPPLY COSTS	COST PER SF	COST @ \$0.17/SF
ELEMENTARY SCHOOLS				
Adamston ES	55,302	\$ 8,986	\$ 0.16	\$ 8,986
Big Elm ES	69,765	\$ 13,079	\$ 0.19	\$ 11,860
Johnson ES	45,816	\$ 10,866	\$ 0.24	\$ 7,789
Lost Creek ES	22,504	\$ 7,489	\$ 0.33	\$ 3,826
Lumberport ES	30,257	\$ 6,730	\$ 0.22	\$ 5,144
North View ES	44,000	\$ 9,199	\$ 0.21	\$ 7,480
Norwood ES	29,525	\$ 8,297	\$ 0.28	\$ 5,019
Nutter Fort Primary/Intermediate	115,144	\$ 25,183	\$ 0.22	\$ 19,574
Simpson ES	39,526	\$ 7,952	\$ 0.20	\$ 6,719
Salem ES	64,000	\$ 8,477	\$ 0.13	\$ 8,477
West Milford ES	56,000	\$ 10,029	\$ 0.18	\$ 9,520
Wilsonburg ES	29,262	\$ 6,057	\$ 0.21	\$ 4,975
MIDDLE SCHOOLS				
Bridgeport MS	105,525	\$ 11,247	\$ 0.11	\$ 11,247
Lumberport MS	68,295	\$ 6,964	\$ 0.10	\$ 6,964
South Harrison MS	51,650	\$ 7,999	\$ 0.15	\$ 7,999
Mountaineer MS	72,620	\$ 10,170	\$ 0.14	\$ 10,170
Washington Irving MS	122,798	\$ 14,045	\$ 0.11	\$ 14,045
HIGH SCHOOLS				
Bridgeport HS	110,431	\$ 20,888	\$ 0.19	\$ 18,773
Liberty HS	126,081	\$ 16,040	\$ 0.13	\$ 16,040
Lincoln HS	154,692	\$ 16,098	\$ 0.10	\$ 16,098
Robert C. Byrd HS	198,703	\$ 23,378	\$ 0.12	\$ 23,378
South Harrison HS	91,103	\$ 11,565	\$ 0.13	\$ 11,565
Alt. Learning Center	54,000	\$ 5,366	\$ 0.10	\$ 5,366
Total/Average All Schools	1,756,999	\$ 266,104	\$ 0.17	\$ 241,014

Source: HCS Purchasing and MGT of America, Inc., 2011.

* Includes portables

A common practice of many school districts is to establish cleaning supply budgets for schools and then automatically deliver the cleaning supplies accordingly. This eliminates over-ordering or wasting supplies. Budgets are then adjusted to fit special needs and additional supplies are provided for exceptional situations.

RECOMMENDATION 5-8:

Establish cleaning supply budgets for all schools.

By adhering to a cleaning supply budget, costs could be contained and more consistent among the individual schools. In addition, the custodial coordinator can validate when additional supplies are warranted by unique or different circumstances.

FISCAL IMPACT

The district should establish a target budget for cleaning supplies of \$0.17 per square foot, the current average of all schools. The custodial coordinator should establish a target budget of \$0.17 per square foot for all schools, and then establish a delivery schedule for all supplies so that head custodians only need to order on special occasions. The fiscal impact of implementing this recommendation will be an annual savings of approximately \$25,000. (Current annual total spent of cleaning supplies – annual total based on target budget = savings, or \$266,104 - \$241,014 = \$25,090)

OPTION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Establish a Cleaning Supplies Budget	\$25,000	\$25,000	\$25,000	\$25,000	\$25,000

5.6 Energy Management

School systems have established numerous and varied policies, procedures, and methods for increasing efficiencies in energy consumption and reducing operating costs. Policies typically describe the board’s specific desire to ensure that maximum resources are available for instructional purposes.

Energy management at HCS is overseen by the energy education specialist who reports to the maintenance director.

FINDING

HCS can increase its cost avoidance for utilities by increasing its energy education and incentive programs.

HCS currently has an energy management program that was established by an outside consultant and the installation of a computer controlled management system (CCMS) for the HVAC systems. The CCMS is used to control when the HVAC and lighting systems are on in the buildings. Principals can request overrides for special occasions, but otherwise, these systems are centrally controlled.

The energy education specialist monitors the system controls by visiting the buildings at all times of the day and night, to ensure the system is actually working. The Specialist also talks with staff to ensure they understand how the program works and how to support the program. The specialist also monitors utility bills for spikes, which could indicate unwarranted heavy usage, and errors in billing.

The program has documented significant cost avoidance since it was started in October 2009. **Exhibit 5-11** documents the cost avoidance by school/building site. As the exhibit shows, the cost avoidance has totaled approximately \$1,044,325 and averaged from 4.67 percent to 28.84 percent per site. The exhibit also calculates the additional cost avoidance that would be realized if each site reached a savings in utility usage equal to 25 percent of the base year.

**EXHIBIT 5-11
HARRISON COUNTY SCHOOLS
ENERGY MANAGEMENT COST AVOIDANCE
OCTOBER 2009 TO JULY 2011**

SITE	COST AVOIDANCE IN \$ SINCE OCT. 2009	COST AVOIDANCE %	POTENTIAL COST AVOIDANCE AT 25%	ADDITIONAL COST AVOIDANCE
ELEMENTARY SCHOOLS				
Adamston ES	\$ 17,518	13%	\$ 34,589	\$ 17,071
Big Elm ES	\$ 37,824	15%	\$ 61,121	\$ 23,297
Johnson ES	\$ 19,422	22%	\$ 22,325	\$ 2,903
Lost Creek ES	\$ 18,623	20%	\$ 23,637	\$ 5,014
Lumberport ES	\$ 15,840	14%	\$ 27,660	\$ 11,820
North View ES	\$ 11,790	9%	\$ 33,245	\$ 21,455
Norwood ES	\$ 10,600	13%	\$ 19,971	\$ 9,371
Nutter Fort Primary/Intermediate	\$ 57,330	15%	\$ 95,533	\$ 38,203
Sumpson ES	\$ 18,772	17%	\$ 26,819	\$ 8,047
Salem ES	\$ 50,191	27%	NA	\$ -
West Milford ES	\$ 49,834	24%	\$ 52,973	\$ 3,139
Wilsonburg ES	\$ 6,534	7%	\$ 22,217	\$ 15,683
MIDDLE SCHOOLS				
Bridgeport MS	\$ 50,181	16%	\$ 78,725	\$ 28,544
Lumberport MS	\$ 43,664	19%	\$ 57,332	\$ 13,668
South Harrison MS	\$ 44,565	12%	\$ 92,615	\$ 48,050
Mountaineer MS	\$ 23,296	9%	\$ 62,868	\$ 39,572
Washington Irving MS	\$ 34,669	15%	\$ 57,424	\$ 22,755
HIGH SCHOOLS				
Bridgeport HS	\$ 139,800	29%	NA	\$ -
Liberty HS	\$ 99,763	22%	\$ 112,960	\$ 13,197
Lincoln HS	\$ 74,013	18%	\$ 105,194	\$ 31,181
Robert C. Byrd HS	\$ 116,777	20%	\$ 143,665	\$ 26,888
South Harrison HS	\$ 44,565		\$ 92,615	\$ 48,050
Alt. Learning Center	\$ 40,397	20%	\$ 49,514	\$ 9,117
ADMINISTRATIVE SITES				
Kelly Miller Administration Bldg.	\$ 12,556	13%	\$ 24,333	\$ 11,777
Maintenance	\$ 1,455	7%	\$ 5,575	\$ 4,120
Transportation	\$ 1,633	5%	\$ 8,746	\$ 7,113
United Tech Center	\$ 47,265	21%	\$ 55,196	\$ 7,931
Total All Sites	\$ 1,088,877		\$ 1,366,849	\$ 467,963

Source: HCS Energy Education Coordinator and MGT of America, Inc., 2011

RECOMMENDATION 5-9:

Establish goal of 25 percent for cost avoidance in utility usage.

A goal of 25 percent cost avoidance is feasible with increased educational efforts and the development of incentive programs. At present the energy education specialist focuses on monitoring the CCMS systems but should shift his emphasis to formal educational programs for staff and students. Educational programs that establish site-based committees and focus on student education have been very successful.

In addition, many districts have had success by developing incentive programs. One incentive based program returns to schools half the savings they realize to be used as the principal and staff choose.

FISCAL IMPACT

The fiscal impact of implementing this recommendation would be an annual cost avoidance of approximately \$450,000 as shown in **Exhibit 5-11**. This annual savings would probably not be realized immediately, and would take several years to be accomplished.

OPTION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Establish Goal for Utilities Cost Avoidance	\$100,000	\$200,000	\$300,000	\$450,000	\$450,000

FINDING

HCS does not use trash compactors to minimize its solid waste disposal costs.

The district currently pays for solid waste disposal at its schools by the load and pays a fee for each time the contractor picks up a waste container. Consequently, if the district minimizes the number of times the contractor picks up the waste containers, it will minimize the costs for waste disposal.

The district did install some compactors under a grant program. However, these compactors were heavy industrial types and were difficult for the staff to operate. They are largely unused.

As a best practice, many districts have installed trash compactors at each school to compact and minimize the volume of solid waste. This, in turn, minimizes the number of times the contractor must empty the trash containers and the cost for waste disposal. The payback on the purchase of the trash compactors will depend on the volume of trash and the current costs for trash pickup. HCS should be careful to select trash compactors that are user friendly for the staff.

RECOMMENDATION 5-10:

Install trash compactors at each school site.

The trash compactors should be sized and located in the most appropriate way depending on the constraints of each site. Staff should be trained in the use of the compactors and educated about the goal of reducing solid waste disposal costs.

FISCAL IMPACT

The district currently spends in excess of \$200,000 on solid waste disposal. If the compactors can reduce the volume of trash by 25 percent, the annual savings could be as much as \$50,000. The assistant superintendent for operations and facilities should prepare a request for proposals (RFP) for the purchase of the waste compactors,

oversee the installation of the compactors, and train the staff in their operation. The assistant superintendent should then monitor the reduction in trash volume and adjust the trash pickup schedule as appropriate.

OPTION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Install Trash Compactors at Each School	\$25,000	\$50,000	\$50,000	\$50,000	\$50,000

Note: \$50,000 is the projected maximum amount of annual savings.

6.0 *TRANSPORTATION*

CHAPTER 6.0 TRANSPORTATION

This chapter presents findings, commendations, and recommendations for the Harrison County Schools (HCS) transportation function. The sections of this chapter are:

- 6.1 Organization and Management
- 6.2 Planning, Policies, and Procedures
- 6.3 Routing and Scheduling
- 6.4 Training and Safety
- 6.5 Fleet Maintenance

Among the most important functions and responsibilities of any school district is transporting our nation's children. This major function is accomplished by thousands of school systems throughout the country and is a tribute to the leaders of our nation's school systems who ensure that they provide the safest mode of transport in comparison with any other form of transit.

CHAPTER SUMMARY

Harrison County Schools (HCS) is in compliance with West Virginia Department of Education (WVDE) transportation policies and procedures. The HCS Transportation Department has one primary mission: to safely transport students to and from school effectively and efficiently. The department provides students with competent and safe transportation services. During the review, consultants found several areas that could be improved in order to increase the efficiency and effectiveness of the transportation operation.

The department provided home-to school-to home transportation daily for 7,119 of the 11,196 students enrolled in HCS during the 2009-10 school year.

The key commendations reported in this chapter are as follows:

Commendation 6-A HCS is working with RESA 7 to develop an area-wide bus operator driving training program.

Commendation 6-B HCS is committed to reducing the exhaust emissions and particulates in diesel fuel exhaust from school buses.

Overall, the transportation department does a satisfactory job of complying with and implementing WVDE transportation policies and procedures. However, there are areas of the transportation function that could be improved. This chapter contains the following recommendations:

Recommendation 6-1 Reorganize the transportation department to increase the efficiency of the operation.

Recommendation 6-2 Develop a formal process for evaluating cost efficiency in transportation department operations and document all activities and findings.

- Recommendation 6-3** Develop a formal process for reviewing and evaluating the use of HCS school buses for extracurricular trips and reduce the number and mileage of curricular trips.
- Recommendation 6-4** Eliminate the practice of paying bus operators a flat two hours pay for each extra run and discontinue assigning more than one extra run to an individual bus operator.
- Recommendation 6-5** Develop procedures to certify the accuracy of data required in reports used for Medicaid reimbursement for school transportation.
- Recommendation 6-6** Purchase bus routing software or related technology to support efficient and effective bus routes and schedules.
- Recommendation 6-7** Encourage mechanics to achieve Automotive Service Excellence (ASE) certification and make ASE certification a condition for employment.
- Recommendation 6-8** Implement a vehicle management information system (VMIS).
- Recommendation 6-9** Develop a plan to upgrade and expand the vehicle maintenance facility.

HCS encompasses all of Harrison County and is the sixth largest district in West Virginia, with approximately 11,123 students in the 2010-11 school year. The transportation department provides daily transportation to 13 elementary schools (grades (pre)kindergarten through 5); five middle schools (grades 6 through 8); five high schools (grades 9 through 12); and two alternative learning centers. In addition, the transportation department provides shuttle service, afterschool activities, and curricular and extra-curricular trip (field and sport trips) activities. Both regular education and special education students are transported to and from school throughout the county.

Exhibit 6-1 shows that from 2008-09 through 2010-11 school years, HCS student enrollment has slightly decreased (less than 1 percent) while the peer district enrollments have slightly increased (less than 1 percent).

**EXHIBIT 6-1
HARRISON COUNTY SCHOOLS AND PEER DISTRICTS
STUDENT POPULATION
2008-09 THROUGH 2010-11 SCHOOL YEARS**

DISTRICT	2008-09	2009-10	2010-11
Harrison County	11,192	11,196	11,128
Cabell County	12,522	12,553	12,698
Raleigh County	12,316	12,340	12,372
Peer Average	12,010	12,030	12,066

Source: West Virginia Department of Education, Office of Student Transportation, 2011.

Exhibit 6-2 compares the transportation cost per mile and cost per student for HCS and the peer districts over two school years (2008-09 through 2009-10). HCS cost per mile is higher than the peer average for these years. While the HCS percentage of increase for

cost per mile is the lowest of the peer districts, the HCS cost per mile is the highest of all school districts in the state. The HCS percentage of increase for cost per student also exceeds the peer average.

**EXHIBIT 6-2
HARRISON COUNTY SCHOOLS AND PEER DISTRICTS
TRANSPORTATION COST PER MILE AND COST PER STUDENT
2008-09 THROUGH 2009-10 SCHOOL YEARS**

DISTRICT	COST PER MILE		PERCENTAGE CHANGE	COST PER STUDENT		PERCENTAGE CHANGE
	2008-09	2009-10		2008-09	2009-10	
Harrison County	\$6.95	\$7.85	12.95%	\$994.64	\$1,229.20	23.58%
Cabell County	\$5.99	\$6.91	15.36%	\$744.45	\$857.92	15.24%
Raleigh County	\$5.55	\$6.80	22.52%	\$1,127.97	\$1,338.87	18.70%
Peer Average	\$6.16	\$7.19	16.94%	\$955.67	\$1,142.00	19.17%

Source: West Virginia Department of Education, Office of Student Transportation, 2011.

The WVDE has established recommendations for the length of ride time for all students and the number of spare school buses maintained by districts. **Exhibit 6-3** shows that, among the peers, HCS bus routes have the lowest percentage of route times exceeding the state recommended times; maintains the fewest spare buses exceeding the state recommendation, and expends the least to maintain those buses. HCS has 99 school buses assigned to daily route service and has currently has 17 school buses assigned as spare buses.

**EXHIBIT 6-3
HARRISON COUNTY SCHOOLS AND PEER DISTRICTS
ROUTE TIMES, SPARE BUSES, AND COSTS
2009-10**

DISTRICT	% EXCEEDED RECOMMENDED ROUTE TIMES	SPARE BUSES OVER RECOMMENDED NUMBER	APPROXIMATE COST TO MAINTAIN ADDITIONAL SPARE BUSES
Harrison County	2.96	14.4	\$216,000
Cabell County	3.16	26.7	\$400,500
Raleigh County	5.6	29.1	\$436,500
Peer Average	3.91	23.4	\$351,000

Source: West Virginia Department of Education, Office of Student Transportation, 2011.

Exhibit 6-4 compares the total transportation expenditures, number of students transported, and annual school bus miles traveled for HCS and the peer districts in 2009-10. HCS costs, miles traveled and students transported are below the peer average and lower than all peers reported.

**EXHIBIT 6-4
HARRISON COUNTY SCHOOLS AND PEER DISTRICTS
TRANSPORTATION EXPENDITURES, MILES, AND
STUDENTS TRANSPORTED DAILY
2009-10**

DISTRICT	TOTAL EXPENDITURES	TOTAL MILES TRAVELED	STUDENTS TRANSPORTED
Harrison County	\$8,750,655	1,114,932	7,119
Cabell County	\$9,335,038	1,350,236	10,881
Raleigh County	\$12,383,224	1,821,211	9,249
Peer Average	\$10,156,306	1,428,793	9,083

Source: West Virginia Department of Education reports provided by HCS Transportation Department, 2011.

Exhibits 6-5 and **6-6** show transportation expenditure details for HCS and the peer districts during the 2009-10 school year. HCS exceeded the peer average in the categories of salaries, maintenance, insurance, other purchased services, and other. Shaded columns indicate categories in which HCS had the lowest expenditures: employee benefits, utilities, vehicle supplies, bus replacement, and equipment. HCS did not have any contract transportation costs. The total HCS transportation expenditures were the lowest of the peer group, and much less than the peer average.

**EXHIBIT 6-5
HARRISON COUNTY SCHOOLS
TRANSPORTATION EXPENDITURES BY PURPOSE OF EXPENDITURES
2009-10**

DISTRICT	SALARIES	EMPLOYEE BENEFITS	MAINTENANCE	INSURANCE	UTILITIES	VEHICLE SUPPLIES
Harrison County	\$3,955,223	\$2,611,944	\$64,621	\$465,283	\$39,829	\$920,385
Cabell County	\$3,765,742	\$2,816,669	\$26,142	\$257,247	\$43,854	\$1,221,385
Raleigh County	\$5,258,472	\$2,981,477	\$61,132	\$202,328	\$84,150	\$2,200,278
Peer Average	\$2,749,812	\$2,803,363	\$50,632	\$308,286	\$55,944	\$1,447,349

Source: West Virginia Department of Education reports provided by HCS Transportation Department, 2011.

**EXHIBIT 6-6
HARRISON COUNTY SCHOOLS
TRANSPORTATION EXPENDITURES BY PURPOSE OF EXPENDITURES
2009-10**

DISTRICT	BUS REPLACEMENT	EQUIPMENT	CONTRACT TRANSPORT	OTHER PURCHASED SERVICES	OTHER	TOTAL
Harrison County	\$595,947	\$5,039	-0-	\$75,746	\$16,908	\$8,750,655
Cabell County	\$985,970	\$25,000	\$98,754	\$82,213	\$12,062	\$9,335,038
Raleigh County	\$1,366,301	\$62,980	\$99,627	\$61,278	\$8,201	\$12,383,224
Peer Average	\$982,739	\$31,006	\$66,127	\$73,079	\$12,390	\$10,156,306

Source: West Virginia Department of Education reports provided by HCS Transportation Department, 2011.

Exhibit 6-7 displays data regarding students with disabilities in HCS and the peer districts in 2010-11. HCS had the highest number and percentage of students with disabilities among the peers, and was 1.3 percent higher than the state average (15.95%). Data provided by the transportation department showed that 124 students with disabilities (6.4% of the 1,926 total students with disabilities) required special transportation buses (13 buses, including six equipped with wheelchair lifts). School bus aides are assigned to all of these school buses. Three elementary schools and two other locations (St. Mary's and Cubbys) do not have students that require special transportation school buses.

**EXHIBIT 6-7
HARRISON COUNTY SCHOOLS, PEER DISTRICTS, AND STATE
STUDENTS WITH DISABILITIES
2010-11**

DISTRICT	STUDENTS WITH DISABILITIES	
	NUMBER	PERCENTAGE
Harrison County	1,926	17.31%
Cabell County	1,828	14.39%
Raleigh County	1,573	12.71%
Peer Average	1,776	14.80%
State	45,007	15.95%

Source: West Virginia Education Information System website, 2011.

Exhibit 6-8 shows the number of transportation personnel employed by HCS and the peer districts in the listed categories between 2007-08 and 2009-10 school years. Cabell County and Raleigh County employed a supervisor of transportation (1 and 2 respectively). HCS was the only district among the peers that employed a school bus supervisor (2). HCS employed slightly fewer school bus operators than the peers. The HCS mechanic and handyman positions are combined into six mechanic positions, which is fewer than the peer districts.

**EXHIBIT 6-8
HARRISON COUNTY SCHOOLS AND PEER DISTRICTS
TRANSPORTATION PERSONNEL CATEGORIES
2007-08 THROUGH 2009-10 SCHOOL YEARS**

DISTRICT POSITION	HARRISON COUNTY			CABELL COUNTY			RALEIGH COUNTY		
	2007-08	2008-09	2009-10	2007-08	2008-09	2009-10	2007-08	2008-09	2009-10
Supervisor of Transportation	0	0	0	1	1	1	2	2	2
Bus Supervisor	2	2	2	0	0	0	0	0	0
Chief Mechanic	1	1	1	2	2	2	1	1	1
Mechanic	4.80	4.30	3.80	8	8	8	8	7	7
Handyman	NA	1.60	2.10	NA	0	0	NA	.50	.50
Bus Operator	98	99	99	101	101	101	118	120	122

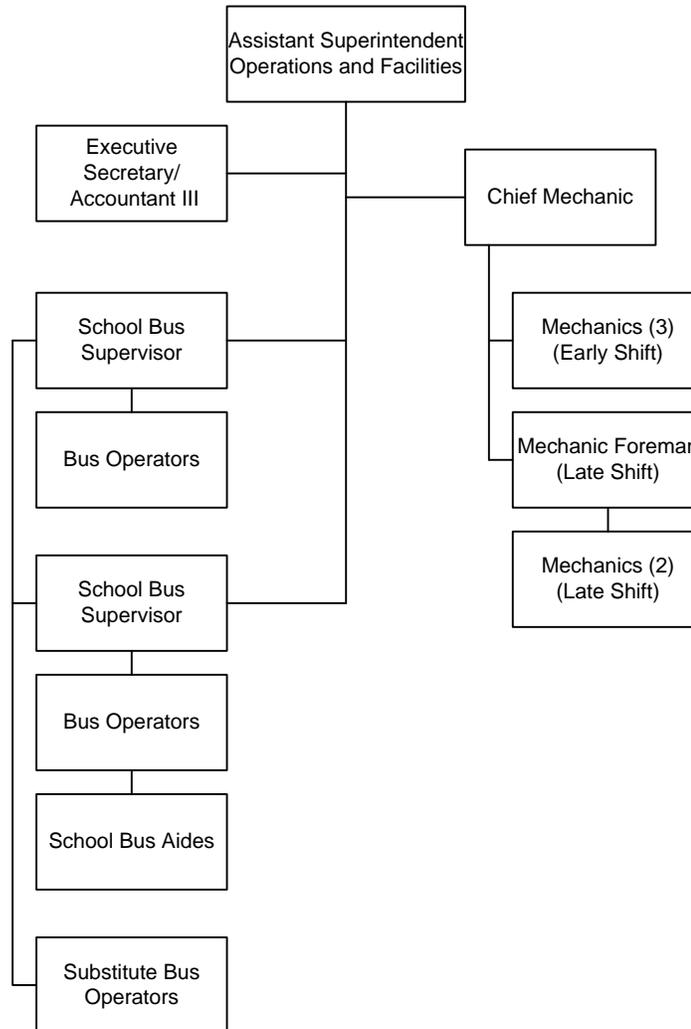
Source: West Virginia Education Information Systems, 2011.

6.1 Organization and Management

The organizational structure and staffing of any school district student transportation operation is critical to maintaining effective and efficient operations in this essential area. Departments that are able to balance efficiency and quality are succeeding in one of the most challenging areas of school district operations.

Exhibit 6-9 shows how the HCS Transportation Department is structured to accomplish transportation planning, training, maintenance, and daily operations. The two school bus supervisors report to the assistant superintendent for operations and facilities. One executive secretary/accountant III serves both the assistant superintendent and the bus supervisors. The department has six mechanics, one chief mechanic, 99 bus operators, 13 bus aides (seven level III aides, six level IV aides), and 12 substitute bus operators.

**EXHIBIT 6-9
HARRISON COUNTY SCHOOLS
TRANSPORTATION DEPARTMENT ORGANIZATIONAL CHART
2010-11**



Source: HCS, Transportation Department, 2011.

FINDING

The HCS Transportation Department has authorized two bus supervisors that split the daily operational responsibilities and have acquired additional responsibilities since the previous director of transportation position was not filled. The assistant superintendent for operations and facilities also assumed some of the former director’s responsibilities.

This organizational structure can result in confusion in the assignment of responsibilities and reducing efficiency. Examples of this include:

- The bus supervisors have split daily operational responsibilities, but must wait for the assistant superintendent’s input before decisions are made.

- One bus supervisor deals with all special education transportation issues while the other Bus supervisor deals with all routing issues; there is little cross-over of responsibilities.
- The bus supervisors have no input on decisions related to bus maintenance, upgrades, equipment added, or replacement bus purchases.
- The bus supervisors do not provide input involving changes to transportation policies or procedures.

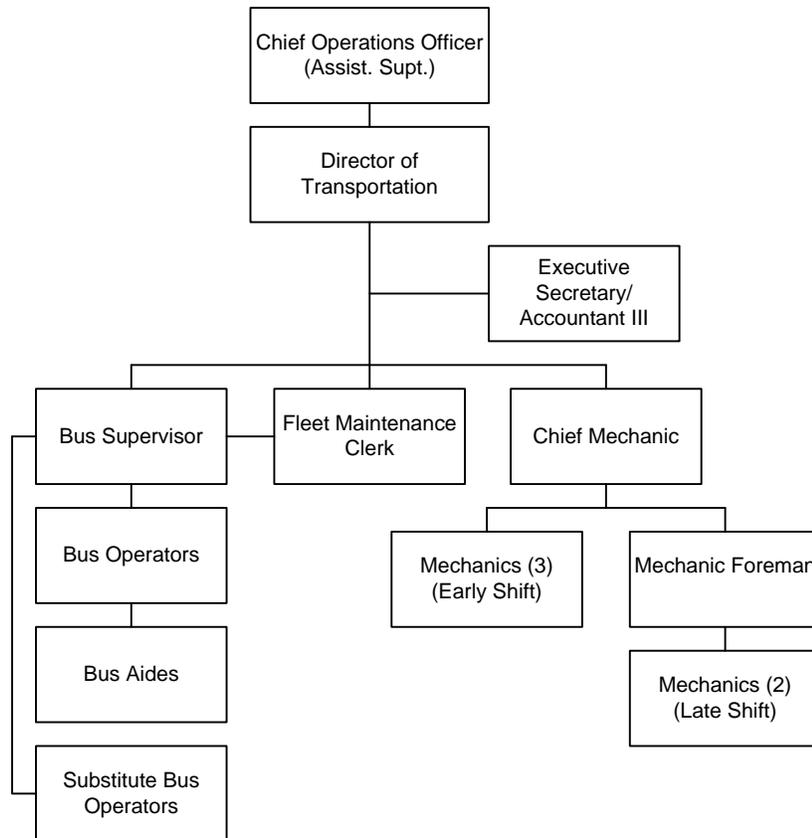
RECOMMENDATION 6-1:

Reorganize the transportation department to increase the efficiency of the operation.

Implementing this recommendation should result in improving the efficiency of the Department.

Exhibit 6-10 shows a proposed restructuring of the transportation department. One of the current bus supervisors is converted to a director of transportation, responsible for daily operations.

**EXHIBIT 6-10
HARRISON COUNTY SCHOOLS
TRANSPORTATION DEPARTMENT PROPOSED ORGANIZATION
2010-11**



Source: MGT of America, 2011.

The sample job descriptions and responsibilities shown in **Exhibit 6-11** were adopted by the National Congress on School Transportation, in their *National School Transportation Specifications & Procedures*, May 2010.

**EXHIBIT 6-11
SAMPLE TRANSPORTATION JOB DESCRIPTION
SEPTEMBER 2011**

POSITION	SPECIFIC DUTIES (A) & MINIMUM QUALIFICATIONS (B)
Director of Transportation	<p>A. SPECIFIC DUTIES</p> <ul style="list-style-type: none"> ■ Provide assistance in planning, budgeting and forecasting for the transportation system. ■ Assist in school site selection and facility planning. ■ Provide, when appropriate, chassis, body and related equipment procurement. ■ Develop and implement a plan for preventive and on-going equipment maintenance. ■ Recruit, select, instruct, evaluate and supervise personnel. ■ Route and schedule buses for safe, efficient and economical transportation service. ■ Assist in the development and implementation of student safety education programs. ■ Work with administrators, teachers, transportation personnel, students, parents and various public and private agencies to improve their knowledge and the quality of the transportation system. ■ Investigate and report crashes and safety-related incidents, when applicable, using the uniform school bus crash reporting criteria and standard safety incident investigation process. ■ Investigate reported problems. ■ Maintain records and preparing reports, as required. ■ Develop and supervise an on-going evaluation for the student transportation system. ■ Implement a drug/alcohol testing program in compliance with federal regulations for persons in safety-sensitive positions and for commercially licensed drivers. ■ Establish and ensure appropriate staffing levels. ■ Recommend vehicle and equipment replacement schedules. ■ Exhibit effective skills in conflict-resolution and problem-solving. <p>B. MINIMUM QUALIFICATIONS</p> <ul style="list-style-type: none"> ■ An undergraduate degree, equivalent experience or industry certification in one or more of the following fields of study is desirable: <ul style="list-style-type: none"> ○ Education ○ Business Administration ○ Management ○ Transportation or a related field

**EXHIBIT 6-11 (Continued)
SAMPLE TRANSPORTATION JOB DESCRIPTION
SEPTEMBER 2011**

POSITION	SPECIFIC DUTIES (A) & MINIMUM QUALIFICATIONS (B)
Director of Transportation (Continued)	<ul style="list-style-type: none"> ■ Formal instruction in student transportation management, including classroom instruction and field experience or student transportation industry certification ■ A basic understanding of the educational process and the corresponding role of transportation. ■ The ability to manage personnel and resources. ■ Basic user-level computer competency with accounting and word processing software and knowledge of web-based information systems. ■ The ability to communicate effectively with school or Head Start Center administrators, teachers, parents, bus drivers, law enforcement officials, etc. ■ Knowledge of state and federal regulations applicable to transportation of students.

Source: National Congress on School Transportation, May 2010.

HCS should re-classify one of the bus supervisor positions to a director of transportation position. The new transportation director would be a working manager, responsible for the overall management of the transportation functions. This would allow the assistant superintendent for operations and facilities to remove himself from the daily operations of the transportation department. The transportation director would supervise and evaluate all of the department employees.

This recommendation should be implemented in the next budget year and as funds become available.

FISCAL IMPACT

Implementing this recommendation is estimated to cost the district \$12,204 the first year and \$48,816 for years two through five. The five-year cost is estimated at \$61,020. These costs are based on the following calculations:

One of the bus supervisor positions should be reclassified from pay grade E to pay grade H, with the current 250 day annual contract. Based on the current bus supervisor's pay grade, it would cost an additional \$267 monthly (plus the percentage supplemental index) for the difference between the two pay grades, and \$9,000 annually for the difference between the two supplement schedules. The total annual cost would be \$12,204 annually or \$61,020 over five years.

RECOMMENDATION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Convert a Bus Supervisor Position to Director of Transportation Position	(\$12,204)	(\$12,204)	(\$12,204)	(\$12,204)	(\$12,204)

6.2 Planning, Policies, and Procedures

The HCS Transportation Department has an administrative staff that works well as a team. The HCS policies and administrative regulations, including the student code of conduct, are printed and issued to each student and employee each year. Parents are requested to sign a form of acknowledgement in the guide indicating that the student and parent have received a copy. The school board policies define a safe and reasonable walking distance to determine which students are eligible for bus transportation, following WVDE regulations. All transportation employees receive a copy of the WVDE state school bus policies, regulations and guidelines, each year.

Some of the HCS bus operators are allowed to park their assigned school bus at home, if they are closer to their first pickup point than they would be if they parked at one of the six bus terminals. Each terminal houses between nine to 24 buses and a building. The largest terminal is the Gore Terminal, which includes the garage, transportation administrative offices (including the office for the assistant superintendent for operations and facilities).

FINDING

The transportation department does not utilize any programs to monitor and report on key performance indicators, and therefore lacks important information to support decisions on safety, cost efficiency, cost effectiveness and customer service.

While the transportation staff is interested in maximizing the effectiveness of the transportation function in HCS, the department does not regularly track, compile, or publish its findings on performance indicators. The department does collect a portion of these statistics as required by the state for funding reasons, but does not report them in an open forum, such as a school board meeting.

Many high-performing school districts use indicators to assess ongoing performance in key management areas. Performance indicators allow departments of transportation to track service quality and make adjustments where required. Improvements in performance can be documented to demonstrate progress. Accurate and timely performance indicators help management allocate funds to the most critical needs. They also provide assurances to the central office, the school board, and the public that the department is using its resources in the best possible manner.

The transportation department staff completes an annual transportation report for WVDE. This document contains some data that would be useful in analyzing performance locally. However, this data is not sufficient to produce a comprehensive understanding of departmental effectiveness and efficiency.

Exhibit 6-12 shows some of the transportation performance indicators typically used by school districts. Such indicators could assist the department in consistently tracking and monitoring performance, and use the data in comparison with peer school districts and its own history. Ideally, HCS would select an annual target goal for each indicator and track progress towards that goal.

**EXHIBIT 6-12
SAMPLE STANDARD
TRANSPORTATION PERFORMANCE INDICATORS**

PERFORMANCE AREA	PERFORMANCE INDICATOR
Safety	<ul style="list-style-type: none"> ■ Accidents per 100,000 miles ■ Incidents per 100,000 miles ■ Number of first, second, and third student discipline referrals
Cost Efficiency	<ul style="list-style-type: none"> ■ Operational costs per route mile ■ Annual operational costs per route ■ Operational costs per student for regular education, special education, magnet, and diversity busing
Cost Effectiveness	<ul style="list-style-type: none"> ■ On time performance ■ Average rider trip time in minutes ■ Average bus occupancy
Customer Service	<ul style="list-style-type: none"> ■ Number of complaints by category ■ Statistics on contractor response to complaints

Source: Created by MGT of America, Inc., 1999 (updated 2005).

Throughout the onsite review, the MGT team searched for evidence of effective cost analysis and evaluation, but was provided only a few isolated documents related to overall operational costs. There was no evidence found in departmental records or staff interviews to suggest that comprehensive cost analyses were conducted to evaluate program efficiency and no formal, centralized source of performance information for use in strategic planning and monitoring.

RECOMMENDATION 6-2:

Develop a formal process for evaluating cost efficiency in transportation department operations and document all activities and findings.

A comprehensive internal analysis of ongoing transportation costs would serve as a source of benchmarking data that could be used to monitor performance throughout the year. Such information could also be used to prepare a report to build a stronger understanding of the department’s successes and challenges for parents, schools, and the district.

Budgetary constraints, coupled with the increasing demands on transportation resources in HCS, necessitate precise fiscal monitoring and evaluation within the department. The current level of fiscal monitoring, evaluation, and planning is insufficient to ensure a high level of efficiency. The transportation department must develop and implement a systematic approach to addressing these issues.

The transportation department should also use this report as a key planning milestone, allowing for the previous year’s performance to be evaluated to enhance strategic planning for the upcoming year. **Exhibit 6-13** shows an example of the Round Rock Independent School District (TX) Transportation Performance Evaluation that is posted on the district’s website.

**EXHIBIT 6-13
SAMPLE TRANSPORTATION
PERFORMANCE EVALUATION**

Mission Statement	The mission of the Transportation Department is to safely provide quality and reliable service for students, staff, and community through a well-trained and positive staff that satisfies customers.
Customer Requirement:	STUDENT ACHIEVEMENT
Goal:	The Transportation Department will provide superb student transportation services that meet or exceed local, state, national, and international standards in all areas.
Measures:	<ul style="list-style-type: none"> ▪ Student, staff, and community perceptions of the Transportation Department ▪ Benchmarks for on-time arrivals based on district history and industry standards ▪ Benchmarks for telephone complaints based on district history ▪ Percent of employees receiving training in all areas of their job responsibility
Customer Requirement:	SAFE, ORDERLY & RELIABLE TRANSPORTATION SERVICE
Goal:	Buses and facilities will be safe, secure, and nurturing places for students and staff.
Measures:	<ul style="list-style-type: none"> ▪ Student, staff, and community perceptions of the safety of the Transportation Department ▪ Benchmarks for accident rate based on district history and industry standards ▪ Benchmarks for student misconduct based on district history and industry standards ▪ Benchmarks for on-time student arrivals based on district history and industry standards
Customer Requirement:	EFFECTIVE & EFFICIENT TRANSPORTATION OPERATIONS
Goal:	The Transportation Department will use the Baldrige criteria to achieve performance excellence and improve customer satisfaction.
Measures:	<ul style="list-style-type: none"> ▪ Percent of individuals using Baldrige Criteria to assess, plan, and improve individual performance ▪ Benchmarks for ridership efficiency based on district history. ▪ Benchmarks for field trips based on district history and industry standards ▪ Benchmarks for transportation efficiency measures based on district history and industry standards ▪ Benchmarks for breakdowns and mechanic efficiency based on district history and industry standards ▪ Employees dedication and satisfaction with department based on district history

Source: Round Rock ISD, February 2011.

This recommendation should be implemented by the transportation department administration upon approval of this report.

FISCAL IMPACT

There is no specific fiscal impact associated with this recommendation; however, fiscal efficiency can only be promoted by increased precision in planning, monitoring, and

evaluation. It would take approximately staff 40 work hours, to discuss, plan and establish thresholds, benchmarks, and develop a report form that would make it easily accessed and distributed throughout the district and the public.

FINDING

There is no process for evaluating and determining cost-effectiveness measures regarding school bus transportation for extracurricular and curricular trips throughout the school year.

Curricular trips are classified as instructional-related field trips that occur during the school day, within Harrison County and in locations close to the county. Extracurricular trips are classified as non-instructional field trips that occur after the instructional day, on weekends, and/or during school holidays, may include travel outside of the county (as well as the state), and may take more than one day. All of these types of trips require advance approval from central administrators, the superintendent, or school board, depending on the type, location/destination, and length of the trip. Activities sanctioned by the West Virginia Secondary Schools Activities Commission exempts some of the previous approval requirements.

Exhibit 6-14 shows the various categories of HCS school bus mileage, reported to the state for 2008-09 (last year available on the state website). The HCS mileage is below the peer average in the regular bus and vocational bus mileage, but exceeds the peer average for the extracurricular and curricular trip bus mileage. HCS extracurricular and curricular trip mileages represented 7.8 percent and 5.9 percent of the total school bus mileage for the year. Cabell County's extracurricular and curricular trip mileage represented a 3.6 percent and 1.2 percent of their total bus mileage, and Raleigh County's extracurricular and curricular trip mileage represented a 3.4 percent and 1.7 percent of their total bus mileage.

**EXHIBIT 6-14
HARRISON COUNTY SCHOOLS AND PEER DISTRICTS
MILES BY TRIP TYPES
2008-09**

DISTRICT	REGULAR	VOCATIONAL	EXTRACURRICULAR	CURRICULAR	TOTAL
Harrison County	959,365	36,056	90,094	68,088	1,153,603
Cabell County	1,229,052	21,240	47,426	15,088	1,312,806
Raleigh County	1,732,535	52,081	63,746	31,428	1,879,790
Peer Average	1,306,984	36,459	67,089	38,201	1,448,733

Source: West Virginia Education Information Systems, 2011.

All data compiled for field trips is completed manually followed by the executive secretary/accountant III entering information into the computer for driver payroll and the mileage for a monthly state report to the state office of transportation. With an ongoing high cost per mile for bus transportation and HCS extra trip mileage representing 13.7 percent of all total mileage, and with the peer districts trip mileage representing 4.8 percent and 5.2 percent respectively, the current HCA process should be reviewed.

RECOMMENDATION 6-3:

Develop a formal process for reviewing and evaluating the use of HCS school buses for extracurricular trips and reduce the number and mileage of curricular trips.

Implementation of this recommendation should result in the development of a process for reviewing and evaluating the use of HCS school buses for extracurricular trips and reduce the number of curricular trips.

A committee composed of representatives from the transportation department, elementary, middle and high schools, and finance should be established to review and evaluate the current process and prepare a report for the chief operations officer office. This report should include the following:

- Review existing procedures for the extracurricular and curricular trips.
- Compile a spreadsheet listing the number of each type of trip for the last two school years that includes the mileage and time of each trip, and the cost charged back to each school.
- Restrict or eliminate all extracurricular trips traveling outside the state.
- Establish trip procedures and regulations, to include an approval process, financial considerations, and a pre-approved list of curricular trip locations with the estimated round trip mileage and estimated time.
- Establish a “virtual field trip” program that would allow classrooms to visit and explore various educational learning field trips, visit other virtual field trips that are located across the web, or create their own virtual field trips. Numerous states are using virtual field trips, including Utah and the Commonwealth of Kentucky. Their virtual field trip information is available on their websites at <http://www.uen.org/utahlink/tours> and <http://www.ket.org/trips>.

The district may wish to empanel a group of teachers and school-level administrators to explore the development of a virtual field trip program. The History Channel on television and other broadcast media offer very sophisticated programming that might provide an economical solution to offering students field-type experiences.

This recommendation should be implemented upon approval of this report.

FISCAL IMPACT

The recommendation can be implemented with existing resources. Approximately 30 hours of staff time would be required to complete the recommendation.

Implementing ‘virtual’ field trips could decrease the cost of curricular field trips. HCS could save \$53,623 annually by reducing the curricular field trip costs by 10 percent. In 2010 buses traveled 68,325 miles on these trips, with a cost per mile of \$7.85. HCS could save \$268,115 over five years.

RECOMMENDATION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Decrease Curricular Field Trips by 10 Percent	\$53,623	\$53,623	\$53,623	\$53,623	\$53,623

FINDING

Additional school bus runs assigned to bus operators such as after-school programs, shuttle runs between schools, and mid-day special education programs, result in increased costs because of automatic overtime pay.

Bus operators are contracted for six hours daily for 200 days annually. Additionally, they are paid an additional 5.50 hours weekly for the time the operators spend to fuel their bus, attend meetings due to student discipline, etc.), for a total of 35.50 hours weekly. A review of the start and time work time for the bus operators showed that they were driving between three to six hours daily.

There are 17 bus operators assigned additional bus runs during the day, that take between 20 minutes to one hour to finish, based on the type bus run. All of these operators are paid an additional two hours per assigned run. **Exhibit 6-15** lists the extra hours of pay daily. A review of a report provided by HCS shows that eight bus operators are assigned one additional run (paid two additional hours daily); four operators are assigned two additional runs (paid four additional hours daily); three operators are assigned three additional runs (paid six additional hours paid daily); and two operators are assigned four additional runs (paid eight additional hours paid daily). Altogether, 17 operators are paid 50.70 hours at every day at overtime rates.

**EXHIBIT 6-15
HARRISON COUNTY SCHOOLS
EXTRA HOURS PAID TO BUS OPERATORS
2010-11**

NUMBER OF OPERATORS	DAILY PAID HOURS	PAID ONE ADDITIONAL BUS RUN	PAID TWO ADDITIONAL BUS RUNS	PAID THREE ADDITIONAL BUS RUNS	PAID FOUR ADDITIONAL BUS RUNS	TOTAL PAID HOURS
8	7.10 HOURS	2 HOURS	-	-	-	72.8 HOURS
4	7.10 HOURS	-	4 HOURS	-	-	44.4 HOURS
3	7.10 HOURS	-	-	6 HOURS	-	39.3 HOURS
2	7.10 HOURS	-	-	-	8 HOURS	30.2 HOURS

Source: Information Provided From HCS Transportation Department, 2011.

RECOMMENDATION 6-4:

Eliminate the practice of paying bus operators a flat two hours pay for each extra run and discontinue assigning more than one extra run to an individual bus operator.

While it may be easier to assign multiple extra runs to a few bus operators, it should not be allowed. During interviews with the bus operators and aides, the question of equitability was raised. Some operators are being paid additional hours while driving less

than the contracted six hours daily, while other operators are driving close to their assigned hours daily, without any additional runs.

Some of the shorter extra runs could be assigned to an operator’s regular route and still drive no more than the six hours paid daily. However, during interviews with staff members, it was stated that the additional runs have been assigned to special education bus operators because the run is a special education program. Other runs have been assigned because no one else wanted to make the run. There was no documentation provided as to whether or not the bus operators are being paid overtime pay, if their total hours are in excess of 40 hours in one week.

FISCAL IMPACT

HCS is paying a total of \$2,278.20 daily (salary plus fringe benefits) for additional school bus runs. For an entire school year, this would cost \$455,640 (salary plus fringe), and over five years the cost would total \$2,278,200.

Conservatively, the transportation department could decrease the number of hours being paid to bus operators for the additional runs daily, by paying for actual drive time and/or assigning some of these runs within bus operators’ daily paid time. HCS could save \$150,361 annually by reducing the hours paid by one-third, and over five years the savings would total \$751,805.

RECOMMENDATION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Decrease by One-Third the Hours Paid to Bus Operators for Additional Bus Runs	\$150,361	\$150,361	\$150,361	\$150,361	\$150,361

FINDING

The reports provided from WVDE showing the Medicaid data from RESA 7 indicates that several times the data was submitted twice for the same time frame, for the same student. Additionally, at least one time the billed date was earlier than the date of service. In the report for fiscal year 2008-09, numerous times the billed date indicated that the reimbursement was requested more than a year from the dates of service.

HCS has a procedure to request reimbursement from Medicaid for transportation services. The transportation department collects data (the name of eligible student, dates the child is transported to and from school) and forwards it to RESA 7 which processes the requests to Medicaid. Once the reimbursement is received from Medicaid and sent to the state, it is returned to HCS.

The process to gather the information was developed by RESA 7 and implemented by HCS:

- School bus aides are the initial data collectors—they monitor and complete a roll sheet for possible Medicaid eligible students. The bus aides also use this form to note the days the students are riding the school bus.

- The bus aide gathers the information and transfers it to a separate sheet with each individual student, and notes the bus number transporting the student and checks each date that the student rides the bus.
- The form is forwarded to the transportation department office and the executive secretary/accountant III forwards the information to RESA 7.

Exhibit 6-16 shows the HCS transportation totals for the extended cost and the payment amount.

**EXHIBIT 6-16
HARRISON COUNTY SCHOOLS
MEDICAID REIMBURSEMENT COSTS
TRANSPORTATION DEPARTMENT
2008-09 THROUGH 2010-11**

YEAR	EXTENDED COST	FFP PAYMENT
2008-09	\$508,588.24	\$376,495.23
2009-10	\$772,985.47	\$633,701.80
2010-11	\$650,157.51	\$527,649.59
TOTAL	\$1,936,731.22	\$1,537,846.62

Source: WVDE Reports Provided by HCS, 2011.

RECOMMENDATION 6-5:

Develop procedures to certify accuracy of data required in reports used for Medicaid reimbursement for school transportation.

Implementing this recommendation should result in HCS meeting with RESA 7 and reviewing the Medicaid transportation reports and developing procedures to ensure that the data is accurate and that the billing to Medicaid is submitted in a timely fashion. A representative from the transportation department, finance, special services department, and RESA 7 could meet to address the concerns.

This recommendation should be accomplished immediately. Further delay could result in financial penalties to the district.

FISCAL IMPACT

There would be no additional cost to implement the recommendation. Approximately 10 hours of staff time would be required.

6.3 Routing and Scheduling

Some of the largest potential cost savings or losses in student transportation are realized due to the quality of routing functions within the transportation services. Efficient and effective bus routing is critical to the success of any school transportation

department. Optimized routes minimize student ride time and decrease the total number of buses needed to transport student populations.

Effective routing and scheduling can impact:

- Efficiencies pertaining to student start and end times in coordination with bell times.
- Bus route average ridership and miles driven.
- Ride times for regular and exclusive students.
- Efficiency and effectiveness of regular routes.
- Efficiency and effectiveness of exclusive routes.

FINDING

The lack of a computer assisted routing system creates additional work for transportation department staff and is inefficient for the District and students.

HCS school buses transport prekindergarten through high school seniors on the same school buses each day. The county has a large rural area intertwined with towns, suburban, and urban areas. Transporting primary and secondary students at the same time appears to be the most efficient method of providing county wide transportation services for the students. During interviews and discussions with department staff, bus operators, administrators, and mechanics all stated that “this is the best way, the only way, and the same way it has always been done.”

All school bus routes are manually created and are based on historical data—the routes are basically the same year after year. Changes are made when a student moves to a residence close to an existing bus route, and a new bus stop location was added or a special education student requires special transportation routing.

State guidelines determine the length of bus runs (30 minutes for prekindergarten to elementary students; 45 minutes for middle school students; and one hour for high school students), and in some cases elementary students are transported for close to an hour, due to the location of the school and/or program and the location of the student’s residence. These constraints further complicate the scheduling processes involving considerable staff time.

A bus supervisor does all of the routing of the school buses. The supervisor gives the information to the executive secretary/accountant III in writing and it is then entered in a computer. The routes are then copied and distributed to the schools, drivers, and maintained in notebooks in the transportation department.

Best practices suggest that student transportation routing be developed using routing technology now readily available to school districts.

RECOMMENDATION 6-6:

Implement bus routing software or related technology to support efficient and effective bus routes and schedules

Implementation of this recommendation should result in the procurement and implementation of a routing system to reduce the time staff must use to develop and alter bus routes. Such a system usually includes the following procedures:

- Student’s transportation eligibility.
- Finds students, stops, and schools on map.
- Easily assign stops to a run and runs to a route.
- Comprehensive student and special needs information and warnings.
- Generates stop times and driver directions for runs.

The data that is captured with the routing programs gives staff members a method to quickly access data, which previously had taken minutes or hours while someone hunted through file cabinets. A routing system can prepare reports that show a more efficient way that may not have been considered in the past.

This recommendation should be implemented upon approval and the availability of budget funds.

FISCAL IMPACT

There are a number of routing systems that range from \$10,000 to \$100,000, depending on the type modules added. Many systems also require an extensive mapping overlay that would drive up the cost.

A basic system that would allow the transportation department to implement automated routing would cost approximately \$40,000. Normally, the vendor does require an annual maintenance fee of from 10 to 12 percent of the purchase cost after the first year. Also, vendors offer onsite training with the travel, food, and lodging costs borne by the client. The initial purchase would cost \$41,000 including training costs. Beginning in year 2 the software maintenance cost would begin and cost an estimated, \$4,800; and continue for the next three years. The total cost for five years could be \$60,200

RECOMMENDATION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Computer Assisted Routing System	(\$41,000)	(\$4,800)	(\$4,800)	(\$4,800)	(\$4,800)

6.4 Training and Safety

HCS transportation training and safety programs are the responsibility of the bus supervisors and staff and are carried out in compliance with the WVDE requirements. This function involves monitoring all safety issues related to student transportation, investigating all accidents, and filing accident reports with the WVDE Office of Transportation.

Procedures for the training and safety program rely on the West Virginia School Bus Operator Instructional Program.

FINDING

HCS has a pilot agreement with RESA 7 to provide the transportation department's training for all new school bus operators. RESA 7 starts with the initial interview of a potential bus operator and when the process is complete, HCS is notified that they have a qualified, certified school bus operator.

All of the training requirements established by the WVDE are included with RESA 7 training:

- Background check.
- Commercial driver license training, with appropriate endorsements.
- Initial first aid and CPR training.
- 40 hours of classroom training.
- 12 hours behind the wheel training with a certified trainer and no students on board.
- Successful drug testing.
- Successful operator's medical examination.

COMMENDATION 6-A:

HCS is working with RESA 7 to develop an area-wide bus operator driving training program.

6.5 Fleet Maintenance

The HCS Transportation Department maintains the entire vehicle fleet for the district. The chief mechanic and six additional mechanics maintain, service, and inspect 116 school buses and 49 "white fleet" (non-yellow school buses fleet) vehicles and equipment. The single maintenance facility includes the transportation department office.

FINDING

HCS does not require the National Institute for Automotive Service Excellence (ASE) certification as a condition of employment of the fleet vehicle mechanics and therefore lacks an important credential to assist in identifying properly trained personnel.

ASE certification is an important management tool that ensures mechanics are highly skilled and trained. These tests are administered at more than 300 locations nationwide

(the closest is located at the West Virginia University, in Morgantown), and they determine the level of proficiency a mechanic has in a particular area or on particular kinds of equipment. ASE initiated the School Bus Certification Tests series (S1-S7) at the request of the National Association for Pupil Transportation (NAPT), in order to identify and recognize school bus technicians who possess the knowledge and skills necessary to diagnose, service, and repair different subsystems of the school buses. The tests offered are as listed:

- S1 – Body Systems & Special Equipment (50 scored questions)
- S2 – Diesel Engines (55)
- S3 – Drive Train (45)
- S4 – Brakes (50)
- S5 – Suspension & Steering (50)
- S6 – Electrical/Electronic Systems (45)
- S7 – Air Conditioning Systems & Controls (45)

ASE certification represents a best practice. Mechanics who are ASE certified in tests S1-S6 are recognized as ASE-Certified Master School Bus Technicians (test S7 is not a requirement for master school bus technician status). Mechanics must retest every five years to retain their certification.

RECOMMENDATION 6-7:

Encourage mechanics to achieve ASE certification and make ASE certification a condition for employment.

Qualified mechanics are needed to maintain school buses and other equipment. ASE certification is an excellent way of determining a mechanic's qualifications. The training of mechanics is one of the important cornerstones of an effective maintenance organization.

It is recognized throughout the transportation vehicle maintenance community that ASE certified mechanics provide more accurate fault diagnosis which allows for more effective trouble-shooting and subsequent first-time correct repairs of defective equipment. A well-trained ASE certified mechanic can have a significantly positive impact on the parts replacement and equipment repair program of any maintenance operation.

This recommended action should be implemented upon the revision of job descriptions and the budgeting of funds necessary for training and certification/recertification.

FISCAL IMPACT

The cost for implementing this recommendation could be \$1,512 for the first year with an addition cost the fifth year of \$1,515 for a five-year cost of \$3,024.

The cost is calculated as follows: The registration fees for ASE tests are \$36 per employee. The cost of the school bus certification tests is \$30 each; and the re-certification tests are \$30 each, up to a maximum cost of \$90 for three tests or more. There are six different ASE school bus series tests.

The cost for one mechanic (without ASE certification) for the six basic tests is \$216; and the cost for recertification tests (required every five years) is \$216. The total testing cost for the seven HCS mechanics would be \$3,024 over five years.

RECOMMENDATION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
ASE Certification for Seven Mechanics	(\$1,512)	-0-	-0-	-0-	(\$1,512)

FINDING

HCS does not have a vehicle management information system (VMIS) to track maintenance costs and provide management reports necessary to ensure the efficiency of the fleet maintenance function.

The chief mechanic implemented a school bus manufacturer’s version of a basic vehicle management information system (VMIS). This system is free and accessed by the internet through the vendor’s website. The chief mechanic is currently using the program to enter work order information and for parts inventory. This system has allowed the chief mechanic to:

- Provide several reports: parts turn ratios, parts inventory, scheduling, review manually entered work orders and scheduled versus unscheduled maintenance. The system provides minimum custom reports, though this function is not being used at this time.
- Access information used to diagnose and troubleshoot repair problems (a digital manual).

The chief mechanic had printed the parts inventory prior to the onsite visit, however the report only list the name of the part, the part number and a suggested reorder point. It did not list the quantity of each part, nor the inventory cost and inventory turnover percentage. It only listed the total type of parts kept in inventory.

Exhibit 6-17 lists an overview of the types of fleet management, scheduled maintenance, and sample reports that a full VMIS system provides.

**EXHIBIT 6-17
OVERVIEW OF VMIS INFORMATION CAPABILITIES**

OVERVIEW OF FLEET MANAGEMENT INFORMATION SYSTEM	DATA COLLECTED
Fleet Management	<ul style="list-style-type: none"> ■ Monitor changes in unit performance like increases in fuel and oil consumption. ■ Retrieve information like Vehicle Identification Number (VIN), body and chassis manufacturer, engine and transmission serial numbers, in service date, warranty information, brake type, and ■ Unlimited number of customizable fields. ■ Current mileage by watching work orders, fuel entries or by direct update. ■ Meters prompt if discrepancies are found in mileage, reducing mistakes. ■ Provides for manual or automatic repair and protects the integrity of the records.
Scheduled Maintenance	<ul style="list-style-type: none"> ■ Schedule preventative maintenance to automatically generate work orders. ■ Start a schedule immediately or wait for the next work order. ■ Schedule by time, mileage, hour meter or both meter and time. ■ Schedule by days, monthly, quarterly or annually.
Sample Reports	<ul style="list-style-type: none"> ■ Fuel consumption ■ Cost per mile ■ Workorders ■ Workorders (shop) ■ Schedule status ■ Unit components ■ Fuel receipts ■ Campaign status ■ Open purchase orders ■ Inventory activity, cost analysis, history, and performance

Source: School Bus Fleet, 2011.

Exhibit 6-18 lists an overview of fleet management indicators that can be measured with a VMIS system.

**EXHIBIT 6-18
PROPOSED VMIS MANAGEMENT INDICATORS**

OVERVIEW OF FLEET MANAGEMENT INDICATORS	PERFORMANCE INDICATOR
Maintenance Performance	<ul style="list-style-type: none"> ■ Miles between road calls ■ Accidents per 100,000 miles ■ Percent of preventive maintenance completed on time ■ Operational rate/percentage for buses and vehicles ■ Turnover time per bus repair ■ Entity performing repairs ■ Is repair maintenance performed in-house ■ Driver requested bus repairs ■ Type of maintenance performed
Cost Efficiency	<ul style="list-style-type: none"> ■ Operation cost per mile ■ Annual operation costs per route for buses ■ Monthly operational costs for non-bus vehicles ■ Bus replacement costs ■ Time mechanics spend repairing vehicle(s) ■ Fuel
Cost Effectiveness	<ul style="list-style-type: none"> ■ Parts replacement and dollar amounts ■ Labor hours ■ Labor cost

Source: Created by MGT of America, 2007.

RECOMMENDATION 6-8:

Implement a vehicle management information system (VMIS).

This recommendation should be implemented by the District as soon as funding is available.

FISCAL IMPACT

A basic VMIS system could be purchased for a cost of approximately \$75,000. After the first year, there will be a software maintenance fee based on approximately eight percent of the purchase cost, estimated at \$6,000 annually. The total cost for five years will be \$99,000.

RECOMMENDATION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Vehicle Management Information System	(\$75,000)	(\$6,000)	(\$6,000)	(\$6,000)	(\$6,000)

FINDING

The vehicle maintenance facility, over 50 years old, needs to be upgraded and expanded to increase efficiency of providing maintenance services for the bus fleet.

The maintenance building was constructed in the early 1960's and the work areas are limited and inadequate. Additionally, the ceiling height does not allow several types of school buses to be lifted, due to the low clearance. The mobile lifts are marked to

indicate the highest point they may be extended in order not to damage the building or the school bus.

Mechanics use a burnt oil fired heater for heat, and have shut off the gas heaters due to the increased cost of natural gas fuel. Interviewees state they are planning to upgrade the existing facility and add at least two additional work bays and an inside wash bay for the school buses to meet the state regulations requiring the bus operators to wash the exterior of the bus weekly. Currently they have a hose along the side of the facility, and the washing process is extremely inefficient and time-consuming.

RECOMMENDATION 6-9:

Develop a plan to upgrade and expand the vehicle maintenance facility.

Upon approval of this report the assistant superintendent for operations and facilities should prepare estimated costs and rough plans so that the transportation department can submit their request.

FISCAL IMPACT

Development of the plan can be accomplished at no additional cost to the district.

FINDING

The entire bus fleet is fueled on an alternative fuel, bio-diesel (diesel 05), which is blends biodegradable plant oil (soybean). This reduces the amount of suspended particles that are contained in diesel fuel exhaust and reduces air pollutants.

In addition, all schools have mounted a non-idling zone sign at the bus ramps, to remind the operators not to idle the bus. This also reduces the exhaust fumes in the vicinity of students.

COMMENDATION 6-B:

HCS is committed to reducing the exhaust emissions and particulates in diesel fuel exhaust from school buses.

7.0 TECHNOLOGY MANAGEMENT

7.0 TECHNOLOGY MANAGEMENT

This chapter presents the findings, commendations and recommendations for the information technology department at Harrison County Schools (HCS). The major sections of this chapter include:

- 7.1 Organizational Structure
- 7.2 Staffing Resources
- 7.3 Technology Planning
- 7.4 Technology Infrastructure
- 7.5 Technology Systems Support and Training
- 7.6 Instructional Technology
- 7.7 District Web Management

CHAPTER SUMMARY

MGT reviewed the policy and planning documents, organizational structure, funding, current infrastructure, software and hardware, as well as staff development related to technology within the district.

HCS has over 14,000 technology users and approximately 11,000 pieces of technology equipment including computers, printers, servers, switches, security devices, LCD projectors and smart boards spread across 13 elementary schools, five middle schools, five high schools, one center for technology education, and several administrative and support sites.

The district is providing, in most areas, exemplary service in promoting the use of technology in an educational environment. A number of HCS technology protocols and practices have been advocated as statewide models for implementation and adoption throughout West Virginia. The main technology focus of the district over the last two years has been infrastructure upgrades, meeting state standards for teacher to computer ratios (1:1) and student to computer ratios (grades K-5 should be 3:1; grades 6-12 should be 2:1), development of instructional technology models and resources, increasing technical support, upgrading the district website, and managing, monitoring, and installing security systems. HCS is currently deploying and integrating a dual platform environment consisting of PC and MAC-based computers, computer labs, and peripheral components.

The operational needs of the district are managed by the information technology department in conjunction with services contracted through the Regional Education Service Agency (RESA 7). The department consists of an information technology coordinator, two network engineers and nine information technology technicians. In addition, the district employs a student records specialist, two technology instructional specialists, a technology media instructional specialist, and a federal program instructional technology intervention specialist. The supervision of these individuals is handled by a variety of department directors and program managers.

The district manages technology under the direction of the assistant superintendent for curriculum and instruction and technology with direct responsibilities for operations assigned to the information technology coordinator. The department is responsible for maintaining, servicing, upgrading and managing all technology equipment as well as supporting all staff, teachers, and students. The efficiency review team has identified several commendable practices as well as a number of recommendations aimed at improving the effectiveness of the department. These recommendations will have a direct impact on the managerial aspects of the department and will assist the department in achieving higher levels of efficiency with regards to the operational activities.

Commendable practices noted in this chapter include:

- Commendation 7-A** The HCS Information Technology Department has hired additional technology support staff.
- Commendation 7-B** The district invested in technology infrastructure upgrades over the past two years.
- Commendation 7-C** HCS is implementing industry standard high performing technology-based systems throughout the district.
- Commendation 7-D** The district delegated the web management and development duties to a single webmaster to upgrade, update, and redesign the district website and provide support to school web content specialists.

Recommendations in this chapter include:

- Recommendation 7-1** Reorganize the technology department by function to support accountability and organizational responsibilities.
- Recommendation 7-2** Eliminate the video production specialist position beginning in the 2012-13 school year.
- Recommendation 7-3** Update the technology plan to include specific technology needs and how those needs will be identified and paid for, including a prioritized model to ensure a comprehensive equipment replacement cycle.
- Recommendation 7-4** Coordinate technology system deployment with vendor suppliers, school principals, and district and school calendars to streamline implementation and minimize impact on administrative functions and educational instruction.
- Recommendation 7-5** Provide more training for end users to maximize the effective use of technology in both educational and administrative functions.
- Recommendation 7-6** Add local resource funding to the compensation structure of technology instructional specialist and technology instructional media specialist personnel to eliminate Title I restrictions on individual building-level instructional technology support.

Recommendation 7-7 Change the functional responsibilities of site-based technology contacts to support instructional technology as a component of their role in supporting school sites.

During the review of district technology resources, the performance review team examined the computing environment within which the system applications operate, the degree to which the applications satisfy user needs, the manner in which the infrastructure supports the overall operations of the school system, and the organizational structure within which the administrative technology support personnel operate.

HCS has several functions that are acknowledged in this chapter as representing best practices or representing areas in need of development. While these items are essential in the success of the department, they do not rise to the level of warranting commendation, nor do they require notation of a recommendation. Making improvements that are recommended in this chapter will enhance the level of HCS performance across the district.

The following comments were received from participants at the community forum and the confidential web-based site:

Technology Infrastructure Comments

- *Harrison County is doing a great job with technology for students and educators.*
- *Great technology in schools. I've even seen iPads and iPods in classrooms*
- *I feel that Harrison County is moving forward with technology. But I think that some teachers just assume that children have access to computers and the internet at home to complete assignment. In our rural setting this is not always the case. There should be alternatives to assignments that require the use of the internet or word processors for those who still live in the dial-up age.*
- *Most schools seem up to date but not all. ALL schools need to have the same advantages.*
- *The technology used in the schools seems to be up to date and modern. My children are using technology in many classes to enhance their learning.*
- *There is an inequality of computers throughout the county.*
- *Online classes should be made more easily accessible to all students in all schools.*
- *I think they do well in this arena but need to expand the career oriented and technology classes available.*

Instructional Technology Comments

- *Our integration specialists are awesome.*

- *Teachers get frustrated with wait time for repairs and set-up.*
- *Great financial support.*
- *Harrison County is a technology leader in WV. Our students and teachers benefit. If you can think of it, we can try it. Slightly frustrating with controls – can't change times on computers, but it has improved.*
- *Current technology/media specialists are wonderful! It would be beneficial to have more*
- *Computers in schools need upgraded with computer staff to support.*
- *Need more tech specialists. Systems are down too often. Need up-dated. Need to be able to download our own instructional material; as of now we cannot even download the CDs that come with our textbooks.*
- *In all subjects except computers class, computers should be a tool to teach the subject and not the subject- some mandated computer activities should be abolished.*

7.1 Organizational Structure

Organizing and staffing a highly effective information technology (IT) department is an important role of district leadership that can significantly impact student performance, capital outlay, staff retention, and administrative functions.

HCS is viewed as an education technology leader in West Virginia as an example of effective implementation strategies and education technology practices. Technology usage and equipment have grown substantially in the district over the past five years and, as a result, functions once performed by individuals on an ad-hoc basis are now full-time positions that require the appropriate resources and supervision. No longer can the district operate with an IT management structure spread across various levels of the organization. HCS needs to align IT job functions and personnel to support the district mission and provide equitable access to technology for all staff, teachers, and students.

The current organizational structure prohibits the information technology department from operating at its maximum efficiency. Specifically, the current structure results in a lack of a structured process for equipment purchasing, slower customer service response times, and most importantly, the lack of comprehensive technology planning for the future. HCS IT staff report to multiple supervisors within district administration. This decentralized structure can contribute to job duty confusion and a lack of management accountability.

FINDING

Currently the organizational structure of the technology department does not align to the functional needs of the district.

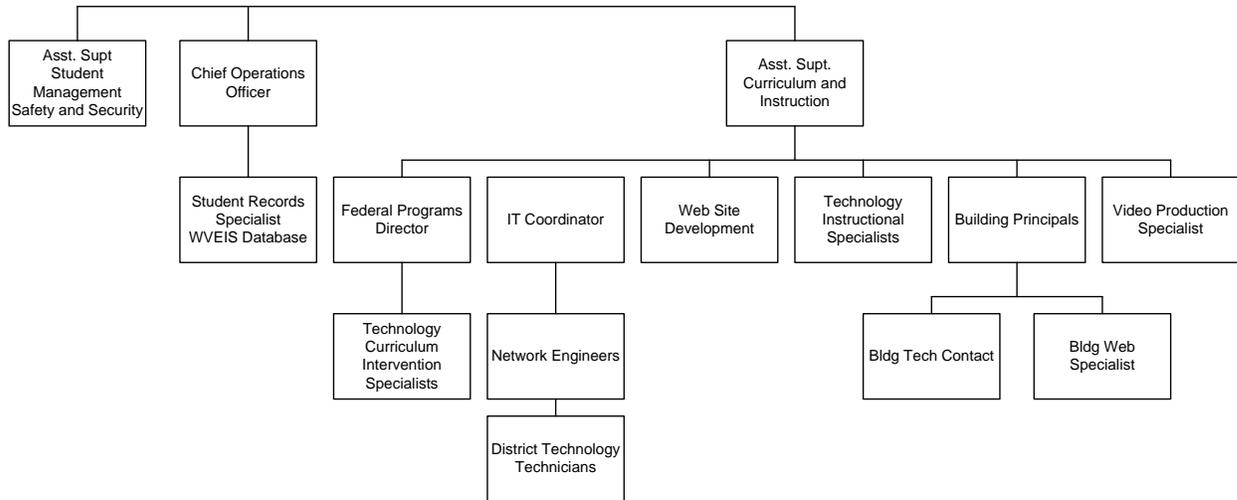
The IT coordinator reports directly to the assistant superintendent of curriculum and instruction. The two network engineers are under the supervisory responsibility of the IT coordinator. The nine technology support technicians are employed by the RESA 7, but their day-to-day activities are managed by one of the network engineers. The three technology instructional specialists (TIS) report to the assistant superintendent of curriculum and instruction, but their job functions interact and are more closely aligned to the information technology department. The student records specialist reports to the treasurer/Chief School Business Officer (CSBO), but primarily works in the West Virginia Education Information System (WVEIS) student records database. The technology curriculum intervention specialist (TCIS) manages a variety of school-based programs supporting numerous applications and databases and reports to the federal programs director. The TCIS is also managing an online lesson planning tool with relatively little direct supervision or defined job responsibilities. The responsibilities for safety and security are assigned to the assistant superintendent for operational and facilities, as part of student discipline.

In addition to the district technology personnel, each school has a school technology contact and school website content specialist. School-based personnel are the first point of contact for issues or problems dealing with equipment, connectivity or website development. School-based personnel report directly to their building principal. The district also employs a video production specialist whose primary responsibilities are associated with filming and editing board of education (BOE) meetings to be broadcast on the local cable channel.

Overall approximately 40 HCS staff perform technology-related activities on a daily basis throughout the district.

Exhibit 7-1 shows the current information technology department organizational structure.

**EXHIBIT 7-1
HARRISON COUNTY SCHOOLS
CURRENT INFORMATION TECHNOLOGY ORGANIZATION
AUGUST 2011**



Source: HCS Curriculum and Instruction and Technology Division, August 2011.

Based on national best practices identified and used by public organizations such as the United States Department of Defense and the United States Department of Education, and private companies such as Intel, Microsoft, Apple, a typical information technology organizational structure is composed of four primary areas: hardware management and support; data management; application development; and customer equipment service and support. Using a variation of this model to include instructional technology, it is highly recommended that HCS adopt a new organizational structure for the information technology department.

RECOMMENDATION 7-1:

Reorganize the technology department by function to support accountability and organizational responsibilities.

The technology department should reorganize in an effort to develop a supervisory chain of command, align and clarify managerial responsibilities, and define departmental accountability. The reorganization should reduce service call wait times, shorten equipment implementation time, and encourage staff collaboration. Furthermore, structuring the department by function minimizes duplication of duties and provides a clearer understanding of individual roles and responsibilities.

The recommended structure is as follows:

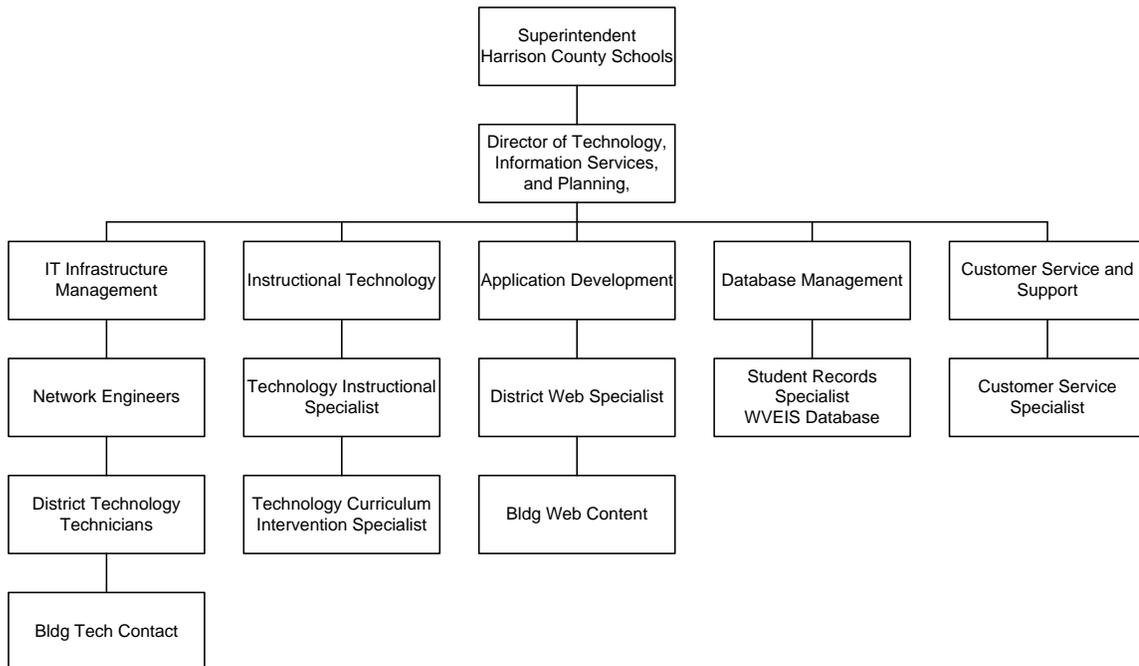
- The superintendent will have oversight for the technology-related functions of the district.
- The IT coordinator position will be modified to become the director of technology, information services, and planning. The director of technology, information services, and planning will be responsible for the day-to-day

supervision of all technology personnel including, but not limited to, network engineers, district technology technicians, technology instructional specialists, technology curriculum instruction specialists, web developers (district and school), student records specialist, and all other personnel determined to be providing technology support within the district.

- The IT director position will work to develop technology budgets and planning and submit them to the Superintendent for approval.

Exhibit 7-2 shows the proposed technology, information services, and planning department organizational structure.

**EXHIBIT 7-2
HARRISON COUNTY SCHOOLS
PROPOSED TECHNOLOGY, INFORMATION SERVICES, AND
PLANNING DEPARTMENT ORGANIZATION**



Source: Prepared by MGT of America, Inc., September 2011.

Thoughtful organizational design provides tremendous benefit to the operational effectiveness of any group or organization. Using organizational structures implemented on the basis of functional responsibility as opposed to a hierarchical model better supports the mission of the organization and provides an increase in overall performance and productivity.

FISCAL IMPACT

The current position of information technology coordinator will be retitled to director of technology, information services, and planning. This change will require an adjustment to the salary and benefits compensation of the new director position to be in alignment with departmental directors across the district. The total increase is estimated as \$7,850

annually for a five-year total increase of \$39,250, which includes both salary and benefit calculations.

RECOMMENDATION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Compensation Change for Director of Technology, Information Services, and Planning	(\$7,850)	(\$7,850)	(\$7,850)	(\$7,850)	(\$7,850)

7.2 Staffing Resources

Supporting technology infrastructure is a key component of the effective management practices of any IT organization. Staffing levels are critical in performing the activities associated with day-to-day operations. Having the correct staffing levels will ensure system reliability and access, provide for high-quality customer service and allow for the effective planning of future technology needs.

FINDING

Hiring additional IT technicians will improve the district’s ability to respond to work order requests more rapidly, upgrade and/or repair equipment, streamline new equipment installation, and provide better overall customer service to the district.

HCS recently contracted with RESA 7 to add three information technology technicians to work in the field installing, supporting, and servicing the information technology infrastructure of the district. The total number of IT technicians working in the district is now nine.

These technicians are assigned responsibility for a specific number of sites based on the total number of computers at each site. The purpose of this model is to balance the work load of each technician across the total number of sites. The assumption of this model is that work order distribution will be relatively the same given that each technician has the responsibility for the same number of computers.

The reality of this model is that some sites have newer equipment with less potential for breakdown or repair needs, while other sites have older equipment and need more attention and customer service support. This leads to longer technician response times for service at a number of school and administration sites. Technician knowledge and expertise also limits their ability to respond to certain equipment-based work order requests. For instance some technicians have a higher level of understanding about the MAC platform or cell phone programming versus others which may be more proficient in PC-based computers or IP telephony. Although the training of technicians will be addressed in another section of this chapter, the purpose of addressing these issues here is the relationship to the effective use of staff.

COMMENDATION 7-A:

The HCS Information Technology Department has hired additional technology support staff.

FINDING

The position of video production specialist is no longer necessary to support the broadcast and video production programs located at Robert S Byrd High School.

At a considerable cost to the district, the current functions of this position are focused on filming, editing, and producing the HCS School Board meetings. It is estimated to cost approximately \$2,430 per meeting to provide these services. The benefit associated with BOE meeting broadcasts do not warrant the expense associated with these activities. The BOE agendas, minutes, and actions are posted to the district website and provide the community with updated board information. Additionally, media representative attend and report BOE meeting activity.

HCS has instituted a video broadcast and production curriculum as part of the career and educational technology program. The program is located in the Robert S Byrd High School and is staffed by a certified teacher and classified video production specialist. The program provides significant benefit to the students in the areas of video broadcast, editing, and production skills.

Historically, the curriculum focused on filming district and community-based events to help students gain the necessary skills. In recent years, the program focus has shifted away from these activities and is now primarily conducted in the classroom and broadcast and production facilities located at the high school. This shift has eliminated the need for a video production specialist.

In previous years, the production specialist had assisted the teacher in course activities outside the classroom, such as setting up equipment, providing transportation, managing students, and editing and producing video. The primary focus of this position currently is filming and editing board meetings. During interviews with district staff, it was confirmed that approximately 90 percent of the duties and responsibilities of the video production specialist center on this single task.

RECOMMENDATION 7-2:

Eliminate the video production specialist position beginning in the 2012-13 school year.

The primary fiscal responsibility of the district is to maximize the use of funding in the best possible manner to support the educational and operational needs of the district. Monies currently spent for the video production specialist, although providing a benefit to the district, are not dollars that support the core mission of HCS. These dollars should be re-directed to further the academic and operational objectives of the district.

FISCAL IMPACT

Elimination of the video production specialist position will result in reduced labor costs and an annual savings of \$58,320. The calculated savings is computed as ninety percent of the salary and benefits of this position. The per-board meeting costs were derived by dividing that amount by 24 board meetings annually. The savings for a five-year period is estimated at \$291,600.

RECOMMENDATION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Eliminate Video Production Specialist Position	\$58,320	\$58,320	\$58,320	\$58,320	\$58,320

7.3 Technology Planning

Strategic and coordinated information technology planning is critical to managing resources, determining future capital outlays, and framing the long-term objectives for instructional and administrative uses while focusing on increased student achievement. Aligning the curricular and technological goals of a district ensures the use of technology will be beneficial to all users. Investing the time, talent and knowledge of district technicians and users will provide the roadmap for technology integration, professional development, and infrastructure acquisition.

FINDING

Although the technology plan is in full compliance with all district, state, and federal requirements, the plan does not contain a high level of detail designed to guide future planning.

The technology plan as developed has met the needs for compliance reporting with regard to state and federal mandates. However, areas of the plan lack definite direction regarding the actual operational objectives, financial requirements, and long-term purchasing models of the department.

Operational objectives are a key component to the successful management of any IT organization. HCS needs to clarify the operational objectives of the department specifically regarding staffing needs, supervisory roles, training, and organizational structure. The plan does not specifically address implementation timelines, refreshment cycles, or future budget needs. Without a specific determination for each of these items, the district will find it difficult to keep pace with the technological demands of administrators, staff, teachers, and students. The concern is further exacerbated with the cessation of *American Recovery and Reinvestment Act of 2009* (ARRA) funding of \$1.8 million. Those funds, in conjunction with approximately \$2 million of local monies and \$400,000 of state funding, were used to purchase substantial quantities of technology equipment.

RECOMMENDATION 7-3:

Update the technology plan to include specific technology needs and how those needs will be identified and paid for, including a prioritized model to ensure a comprehensive equipment replacement cycle.

The plan should be revised to include a higher level of detail regarding future technology needs, budget, and equipment refreshment cycles. The plan should also be revised to determine standards for technology competency at the student level.

Large purchasing cycles, in effect, create a significant financial strain on the district in the out years (typically three to five years) when equipment ages out and will need replacement. Updating both district and individual school technology plans to clearly articulate a comprehensive equipment replacement schedule will ensure HCS will not be faced with outdated or obsolete equipment, or non-compatible technology.

This recommendation should be implemented by the proposed director of technology, information services, and planning as soon as this report is approved.

FISCAL IMPACT

The fiscal impact for the recommendation will be primarily associated with staff time to update the technology plan. The time to perform this task should not exceed 40 hours.

7.4 Technology Infrastructure

The definition of a robust technology infrastructure is a distributed framework aimed at supporting the user and the enterprise. Implementing and managing technology infrastructure should focus on three specific objectives:

- Providing a state-of-the-art information technology infrastructure.
- Advancing information and educational technology in support of learning.
- Assisting in the development of simplified business process.

By focusing on these objectives, technology infrastructure becomes integrated into the educational and business functions of the organization.

FINDING

The technology infrastructure of the district is state-of-the-art and will provide the district with long-term LAN, WAN, and MAN connectivity.

The design of the system is considered to be industry-standard and has been built using both internal expertise and knowledge along with vendor partnerships and industry experts. Staff network engineers have a solid understanding of system components and are more than capable of maintaining, upgrading, and configuring the system to maximize its effective use. Installation of “clean air” wireless points of presence will ensure broader access by a multitude of devices as well as support delivery of new and exciting instructional resources to teachers and students.

HCS has, over the course of the last 24 months, integrated a state-of-the-art information technology infrastructure. The infrastructure put in place by the district was designed to support all technology-related services and devices.

The wide area network (WAN) consists of a fiber backbone providing gigabyte speeds between the network operations center (NOC) and the individual sites (schools, administration, transportation, etc). The equipment to support the WAN has been upgraded over the last two years including installation of the fiber backbone, upgrading switches, upgrading routers, installation of redundant disaster recovery systems, installation of new IP telephony phone systems, and contracting with a private sector vendor to provide connectivity and transport services.

At the individual sites, a minimum LAN connectivity speed of 100 megabytes is in place. The district technology staff has been increasing wireless capabilities of sites by increasing the numbers of wireless points of presence which includes new industry standard devices using 802.11g and 802.11n technologies. These upgrades will dramatically increase the connectivity options at each site as well as support the latest types of edge devices deployed throughout the district. The technology infrastructure is managed by certified network engineers and supported by nine information technology technicians. System uptimes have historically been within industry guidelines, although the recent conversion to a new WAN and MAN (metropolitan area network) transport service provider has had some challenges in maintaining acceptable system access.

Overall, the district technology infrastructure is stable and consistent. It provides the necessary capacity to support all users and continues to be refined to meet future demands.

COMMENDATION 7-B:

The district invested in technology infrastructure upgrades over the past two years.

7.5 Technology Systems Support and Training

The infusion of technology in education has become an expectation of most communities across the nation. Technology skills are necessary for future citizens to have viable opportunities in the work place. Keeping pace with the needs of these demands is sometimes difficult and often a strain on resources. However, by using technology systems deployment methods that are industry-based and needs driven, the challenge of keeping current technology in the hands of K-12 students is not insurmountable. Effective planning, along with sound and well-executed processes, are the fundamental aspects of these efforts and, when used properly, can help manage costs, extend equipment life cycles, and provide equitable access.

FINDING

The rollout of multiple technology systems across multiple platforms has been challenging for the district but, for the most part, the rollout has been successful from a technology stand point.

Most systems are implemented in industry-based recommended practices and are online and running in a configuration best suited to meet the needs of the district.

However, the training necessary to support an effective use of the new technology systems has been primarily focused on how to use equipment rather than application knowledge and understanding. The district continues to address the need for application knowledge through effective use of technology instructional specialists (TIS). The TIS capacity to address all training and implementation needs is hampered, however, by the limited number of those specialists within the district and by their restriction (based on funding) to work solely in Title I schools.

HCS has done an exemplary job of using IP-based security system technologies to effectively deploy a district-wide comprehensive solution. The use of over 250 cameras, electronically controlled access, and computer based monitoring across a variety of sites, provides the district with leading-edge solutions for managing ingress and egress to all buildings as well as real time video surveillance of schools and key security risk sites.

HCS has deployed a substantial number of computer-based systems over the past 18 months. These systems include:

- The upgrade of computer labs throughout the district with both PC-based and Apple-based operating systems.
- The installation of iPod and iPad labs.
- The installation of mobile labs.
- The installation of smartboards, LCD projectors, and mobile slates.
- The implementation of new IP telephony and IP based security systems.

During the rollout of these systems, vendor delivery schedules have impacted the timeliness of building-level deployment. This in turn has created some interruption to the educational process as well as the technology systems in a building. IT staff have worked diligently to minimize these interruptions, but a number of issues have yet to be resolved. In the majority of classrooms, technology is now widely accessible to both students and teachers. Computer-to-teacher and computer-to-student ratios have been met, as directed by the WVDE.

Training models for new systems have focused primarily on equipment operations. Application training is needed for instructional use if equipment is to be used effectively. Instructional use training has been the responsibility of the TIS. This training is being delivered to staff with regards to most new systems but given the limited number of TIS specialists in the district, effective use of some equipment and applications has not yet been maximized.

In conjunction with the technology systems deployment, there has been an increased demand for technical support of new systems. This continues to be a challenge for HCS, both on the technological and instructional sides of the equation. During interviews with staff and a review of comments submitted through both public and web-based forums, it

was noted that wait times for technical service support were longer than should be reasonably expected. These wait times can for the most part be attributed to the volume of district-wide needs in relationship to the numbers of technical support staff.

Industry standards are typically one technician for every 70 pieces of equipment. In HCS, the ratios are one technician for every 700 pieces of equipment. The technical support challenges faced by HCS are addressed in this chapter under the subsections for organizational structure and staffing.

COMMENDATION 7-C:

HCS is implementing industry standard high performing technology-based systems throughout the district.

RECOMMENDATION 7-4:

Coordinate technology system deployment with vendor suppliers, school principals, and district and school calendars to streamline implementation and minimize impact on administrative functions and educational instruction.

FISCAL IMPACT

Implementing the recommendation could result in annual savings of \$14,602 for a five-year savings of \$73,010. The coordination of these activities will result in reduced labor costs, system downtimes, and redundant service calls. Cost reductions are based on a 10 percent decrease in overall technician labor related to system implementation costs for the time period of June – September in each school year.

RECOMMENDATION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Technology Schedule Coordination	\$14,602	\$14,602	\$14,602	\$14,602	\$14,602

RECOMMENDATION 7-5:

Provide more training for end users to maximize the effective use of technology in both educational and administrative functions.

FISCAL IMPACT

The fiscal impact of providing more training to district staff is calculated on a building-based model and is specifically related to training on either hardware or software, but does not include professional development time regarding pedagogy, instructional strategies, or curriculum development. The costs associated with this model are predicated on building level allocations and are an estimate of costs for instructors, materials, and logistics. Not all buildings and sites will be done concurrently. Using a “train the trainer” model will reduce costs associated with staff training. This recommendation could cost \$5,000 for the first year and a five-year cost of \$20,000.

RECOMMENDATION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Develop and Implement a Technology Training Model	(\$5,000)	(\$5,000)	(\$5,000)	(\$2,500)	(\$2,500)

7.6 Instructional Technology

The use of instructional technology in the classroom is changing the instructional delivery models of teachers across the nation. Students are eager to use technology in completing course work, developing projects, and delivering presentations. The challenge is not only keeping pace with the necessary equipment but providing training and support to staff to ensure their capabilities are in alignment with every-day activities of the course work. Delivering “just in time” training is the new requirement for professional development. No longer can teachers be pulled from their classrooms to attend day-long training seminars for the purposes of meeting these needs. The training must be provided in the environment in which the technology is being used. This poses a significant burden on school districts in terms of staff time and resources. Peer-to-peer models, virtual learning lessons, and other strategies must be embraced by the district to ensure that staff receives the necessary skills to implement the effective use of instructional technology.

FINDING

Instructional technology is delivered in an inconsistent manner across school sites.

HCS incorporates two technology instructional specialists (TIS) and a technology instructional media specialist (TIMS) to support teachers in the classroom. Because of funding restrictions within the Title I guidelines, not all schools in the district receive this support.

Only 10 of the 11 elementary schools qualify for this support. Virtually no support is provided at the middle or high schools because of their non-Title I status. This creates inequity across buildings and classrooms in the effective use of technology-based instruction.

Based on interviews, this inconsistent level of support is hampering the overall implementation of instructional technology in the district.

RECOMMENDATION 7-6:

Add local resource funding to the compensation structure of technology instructional specialist and technology instructional media specialist personnel to eliminate Title I restrictions on individual building-level instructional technology support.

The district should augment funding resources to provide all staff with the necessary support and training resources to maximize instructional technology resources.

The district should augment Title I funding with local resources to remove the restrictions placed on the TIS and the TIMS to provide this assistance. It may be necessary to add additional TIS and TIMS positions to balance workload and meet the necessary training and support functions of these positions.

The district should attempt to meet these needs by using TIS and TIMS personnel more effectively. For example, the technology contact role at each site could be modified to be less focused on equipment and infrastructure support and more aligned to support the instructional activities of each school.

By changing the compensation funding structure to remove the Title I restrictions regarding TIS and TIMS positions, HCS will have more flexibility to meet the instructional technology needs of the district. The local funds necessary to augment current Title I funds would allow the district to repurpose Title I funds no longer spent in this area to support other Title I-based activities.

This recommendation should be implemented in the next fiscal year.

FISCAL IMPACT

The local funds necessary to support this recommendation can come from technology-based dollars provided through either local excess levy or state technology funds. By decreasing the dollars spent on equipment, infrastructure, and software to support district-wide use of the TIS and TIMS personnel, the district should be in a position to fund these changes without additional costs or expenses.

RECOMMENDATION 7-7:

Change the functional responsibilities of site-based technology contacts to support instructional technology as a component of their role in supporting school sites.

In changing the roles of the technology contact personnel at each site to include supporting the delivery of technology in the classroom, the district will provide a site-based solution to implementing instructional technology in a more effective manner. Although this will initially require a shift in responsibilities of the technology contacts, the transfer of this responsibility will occur simultaneously with the addition of three new information technology technicians to balance workload and minimize service interruptions.

This recommendation should be implemented in the next fiscal year.

FISCAL IMPACT

This recommendation could be implemented at no additional cost to the district and with an estimated 20 hours of planning and initial implementation time.

7.7 District Web Management

An effective district website is essential in providing internal support and service functions to staff and students in an effort to help them meet the daily requirements of performing their tasks efficiently. A district website also provides a vital link to keep the community informed on everything ranging from school and district activities, student performance, to board meetings and public hearings. Forward-thinking districts manage websites with two priorities in mind: keep content current and access available. Lack of attention to these critical functions can cause districts to be out of step with their constituency and leads to a myriad of communication and information issues. It is imperative the site be easy to navigate and use up-to-date technologies to support the variety of browsers and tools used to navigate the Internet. Failure to do so results in poor connectivity, limited access, and a number of other technical problems.

FINDING

The vendor templates used in deploying the district website lack flexibility and design attributes to provide the necessary functionality to deliver web-based services to the district and community.

The HCS website is coded using ColdFusion and deployed using vendor-delivered templates.

To remedy this issue, the district has delegated the responsibility of managing the district's website and working with school web content specialists to the Technology Media Instructional Specialist. This change should have a positive impact on the both the district and school websites.

Inconsistent formats, menus, page layouts, and functionality result in user confusion at both navigation and content levels. This results in important information not being communicated effectively for parents, students, and the general public, and reflects negatively on the district.

Each school is responsible for its own website content. The management of school-based websites is the primary responsibility of the school web content specialists. Some school web specialists are proficient in using the current technologies; however, some lack the necessary skills to upgrade sites, resulting in outdated materials and inconsistent formatting.

COMMENDATION 7-D:

The district delegated the web management and development duties to a single webmaster to upgrade, update, and redesign the district website and provide support to school web content specialists.

**8.0 EDUCATIONAL SERVICE
DELIVERY**

8.0 EDUCATIONAL SERVICE DELIVERY

This chapter presents findings, commendations, and recommendations regarding educational service delivery in Harrison County Schools (HCS). This chapter contains the following sections:

- 8.1 Organization and Management
- 8.2 Program Evaluation
- 8.3 School Improvement
- 8.4 Professional Learning Communities
- 8.5 Student Performance
- 8.6 Curriculum and Instruction
- 8.7 Alternative Education
- 8.8 Professional Development/Special Education
- 8.9 Special Services

CHAPTER SUMMARY

HCS is the sixth largest district in West Virginia, with approximately 11,000 students annually in each of the last five years. The school district encompasses all of Harrison County and has 13 elementary schools for (pre)kindergarten through grade 5; five middle schools to serve grades 6 through 8; and five high schools to serve grades 9 through 12. The district also has a career technical school and an alternative learning center.

HCS education services and associated services delivery are managed by the curriculum & instruction and technology division. During the review of the division, consultants interviewed central office personnel, school-based administrators, teachers, and school-based support personnel.

Consultants examined a wide variety of documents and data, including job descriptions, organizational and functional roles and responsibilities, instructional supports, policies and procedures, performance data and state assessment reports.

To better understand HCS education services delivery, MGT compared HCS statistical information with peer school districts in West Virginia, which were jointly selected by HCS and MGT. The peer districts were selected on the basis of enrollment, socioeconomic and demographic factors, and free and reduced lunch eligibility. Exhibit information is from the 2010-11 school year whenever possible to provide the most current, fully reported data, unless otherwise indicated.

The West Virginia school districts selected for comparison to HCS are:

- Cabell County Schools
- Raleigh County Schools

Exhibit 8-1 displays HCS and peer total enrollment and attendance from 2008-09 through the 2010-11 academic years. Over the three years, the district's enrollment decreased by 64 students, or approximately .57 percent, compared to a peer average growth of 56 students, or approximately .47 percent. HCS had consistently higher

attendance rates than both peer districts. HCS was the smallest district in the comparison group.

**EXHIBIT 8-1
HARRISON COUNTY SCHOOLS AND PEER DISTRICTS
ENROLLMENT AND ATTENDANCE RATES
2008-09 THROUGH 2010-11**

DISTRICT	2008-09		2009-10		2010-11	
	ENROLLMENT	ATTENDANCE	ENROLLMENT	ATTENDANCE	ENROLLMENT	ATTENDANCE
Harrison County	11,192	96.9%	11,196	96.7%	11,128	96.7%
Cabell County	12,522	96.0%	12,553	95.8%	12,698	95.8%
Raleigh County	12,316	96.2%	12,340	96.0%	12,372	96.0%
Peer Average	12,010	96.4%	12,030	96.2%	12,066	96.2%

Source: West Virginia Department of Education website, 2011.

Exhibit 8-2 displays the ethnicity of the student body in HCS and the peer districts for the 2009-10 and 2010-11 school years.

In both years, HCS enrollment was primarily non-minority (95%). Similarly, the peer districts had a predominately non-minority enrollment; however, the peer districts had higher minority enrollments. HCS's proportion of Black students was about one-quarter the peer district average. All of the districts had Black enrollments of 10 percent or less, and other minority enrollment was less than 4 percent.

**EXHIBIT 8-2
HARRISON COUNTY SCHOOLS AND PEER DISTRICTS
STUDENT ETHNICITY
2009-10 AND 2010-11**

DISTRICT	STUDENT DEMOGRAPHIC							
	2009-10				2010-11			
	WHITE	BLACK	OTHER	TOTAL MINORITY	WHITE	BLACK	OTHER	TOTAL MINORITY
Harrison County	95.0%	2.9%	1.6%	4.5%	95.0%	2.8%	2.2%	5.0%
Cabell County	88.9%	8.6%	1.8%	10.4%	88.1%	8.5%	3.3%	11.8%
Raleigh County	87.8%	10.0%	1.5%	11.5%	87.3%	9.9%	2.9%	12.8%

Source: West Virginia Education Information System website, 2011.

Note: Percentages may not equal 100 percent due to rounding

According to the West Virginia Department of Education (WDVE) website, Supplemental Education Services (SES) consists of academic instruction outside of the regular school day that is designed to increase the academic achievement of low-income students. These services may include academic services such as tutoring, remediation, and other educational interventions provided that the approaches are consistent with the state's academic content standards. The main purposes of SES are to: (1) increase student achievement in reading/language arts and mathematics; and (2) enable children to attain proficiency in meeting the state academic achievement standards.

In 2009-10, HCS enrolled a lower percentage of students in SES than the peer average, and a higher percentage in special education, as shown in **Exhibit 8-3**. The limited English proficiency (LEP) enrollment was virtually insignificant, at less than 1 percent in HCS and Raleigh County, and just slightly over 1 percent in Cabell County.

**EXHIBIT 8-3
HARRISON COUNTY SCHOOLS AND PEER DISTRICTS
ENROLLMENT IN SPECIAL PROGRAMS
2009-10**

DISTRICT	ENROLLMENT		
	LEP	SPECIAL EDUCATION	LOW SES
Harrison County	0.8%	16.9%	45.5%
Cabell County	1.1%	13.5%	48.6%
Raleigh County	0.3%	12.3%	50.2%
Peer Average	0.7%	14.2%	48.1%

Source: West Virginia Department of Education website, 2011.

Exhibit 8-4 displays pupil-to-staff ratios for HCS and the peer districts for the 2008-09 school year. HCS's pupil-to-teacher ratio of 15.3 to 1 was slightly above the peer average of 14.8 to 1. This means that the "average" HCS teacher had slightly larger class sizes than the "average" teacher in the peer districts. The HCS administrators supported fewer pupils (134.6:1) than the peer average (139.6:1), which may indicate that HCS dedicated more positions to professional support and central administrative staff, relative to its size, than the peer districts.

**EXHIBIT 8-4
HARRISON COUNTY SCHOOLS AND PEER DISTRICTS
TEACHER AND ADMINISTRATOR RATIO TO STUDENTS
2008-09**

DISTRICT	TEACHER RATIO	ADMINISTRATOR RATIO
Harrison County	15.3	134.6
Cabell County	14.3	156.3
Raleigh County	14.9	127.9
Peer Average	14.8	139.6

Source: West Virginia Department of Education website, 2011.

Additional peer district comparisons are included in the remainder of this chapter.

The following commendations are included in this chapter:

Commendation 8-A Harrison County Schools provides career development opportunities to high school juniors, seniors, and adults through the United Technical Center.

Commendation 8-B The district maximizes use of the special education inclusion model by placing the majority of special education students in general education classes.

The following recommendations are included in this chapter:

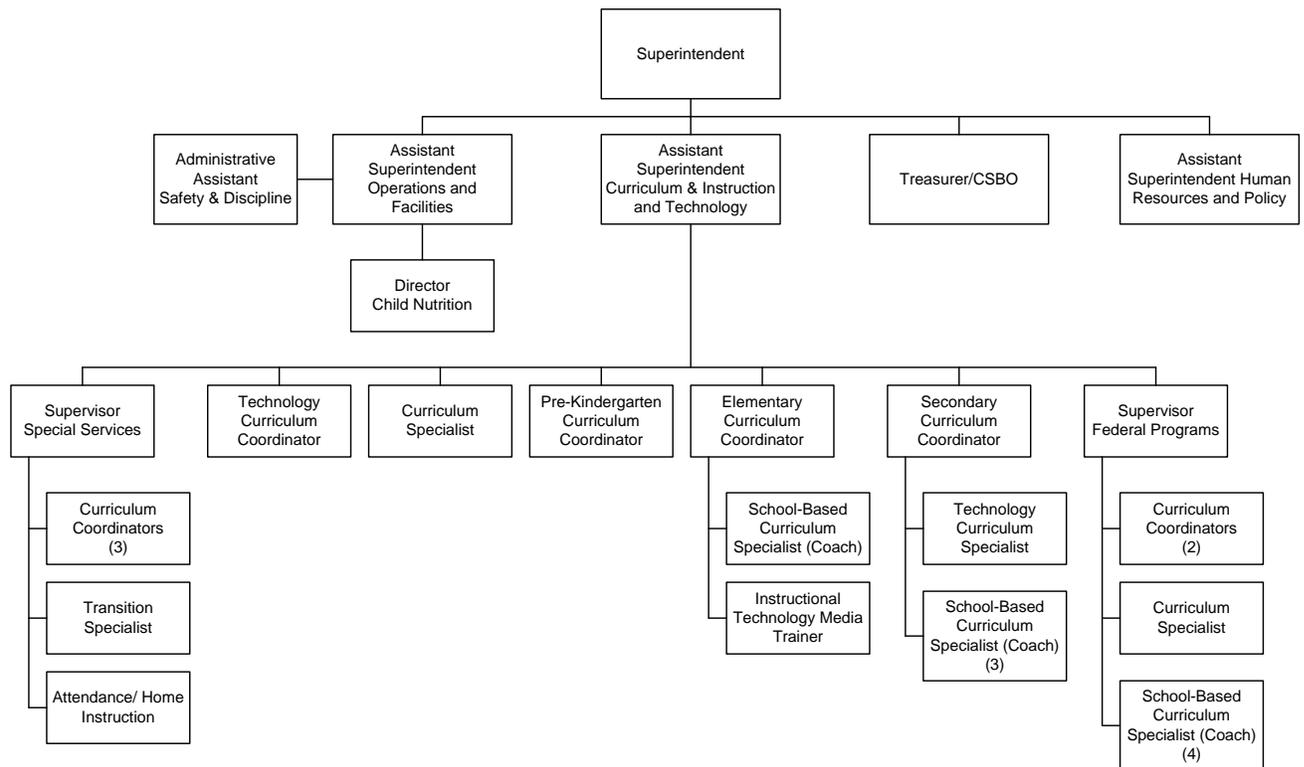
- Recommendation 8-1** Reorganize the division of curriculum & instruction and technology as the division of curriculum and instruction, assigning technology functions to the proposed technology, information services, and planning department.
- Recommendation 8-2** Develop and implement a policy on program evaluation and expand the responsibilities of the curriculum coordinators to include program evaluation.
- Recommendation 8-3** Create the policy and procedures for administrative walk-throughs directly correlated to best practices for educator effectiveness.
- Recommendation 8-4** Review the assignment of the school-based literacy/numeracy coaches and Title I technology integration specialists.
- Recommendation 8-5** Implement required guidelines for Professional Learning Communities and create an evaluation system for determining positive effects on student achievement.
- Recommendation 8-6** Require data analysis training to ensure that all personnel possess the information to make informed instructional decisions.
- Recommendation 8-7** Revise procedures to ensure clear expectations for performance and assessment of curriculum and instruction functions.
- Recommendation 8-8** Establish a transition plan to and from alternative programs.
- Recommendation 8-9** Identify a representative group of stakeholders to create a formal Positive Behavior Intervention Support System (PBIS) to reduce out-of-school suspensions and ensure student attendance during placement at transitional campuses.
- Recommendation 8-10** Design a comprehensive co-teaching professional development curriculum for special and general education teachers delivered through coaching, professional learning communities, online courses or webcasts, and face-to-face sessions.
- Recommendation 8-11** Identify a team of health services and campus level staff to review and revise the current job description for nurses and create an equitable schedule to maximize health service availability to individual students.
- Recommendation 8-12** Conduct a comprehensive professional development needs assessment to determine the level of understanding of implementation procedures for county-wide programs.

8.1 Organization and Management

In order for efficient and effective educational processes to promote the highest possible levels of student achievement at the classroom level, a school system’s organization and procedures must be thoughtfully aligned and communicated to and understood by educators at all levels. The organizational structure must clearly delineate reporting relationships that contribute to the realization of district priorities. Personnel at the district level must have expertise in the aspects of education for which they are responsible. Adequate support staff ensures that administrative time can be devoted to functions the district has identified as critical to the educational process; resources are leveraged to maximize the capacity of the district’s staff; and processes for clear and frequent communication and co-planning among those district-level support staff and school-level recipients of their services are in place and protected.

Exhibit 8-5 displays the current organizational structure for the curriculum & instruction and technology division.

**EXHIBIT 8-5
HARRISON COUNTY SCHOOLS
CURRENT ORGANIZATIONAL CHART
2011-12**



Source: HCS Office of Superintendent, August 2011.

FINDING

District-level instructional staffing and communication structures are insufficient to provide the level of service and leadership to schools that struggle to make adequate yearly progress (AYP).

The curriculum & instruction and technology division is led by the assistant superintendent of curriculum & instruction and technology, who reports directly to the superintendent. Prior to assuming these responsibilities, the assistant superintendent worked closely with the incumbent, and thus was familiar with the varied aspects of the position.

Two secretaries, who also provide services to the BOE and the superintendent, support the assistant superintendent. One technology curriculum coordinator and one supervisor of federal programs report to the assistant superintendent and are currently held by long-time staff members.

Positions reporting directly to the assistant superintendent are the:

- Special services supervisor.
- Federal programs supervisor.
- Pre-kindergarten curriculum coordinator.
- Elementary curriculum coordinator.
- Secondary curriculum coordinator.
- Technology curriculum coordinator.
- Curriculum specialist.

The assistant superintendent's responsibilities include, but are not limited to, the following:

- Content
- Instruction
- Curriculum development and monitoring
- Accreditation
- Textbook adoption
- Public relations
- Student transfers
- Guidance counselors and guidance programs
- Section 504 coordination
- Twenty-four principals
- Professional development
- School improvement
- Student achievement reports and monitoring
- Instructional technology

A list of functions currently assigned to the division is located in **Chapter 1.0, Exhibit 1-13**.

RECOMMENDATION 8-1:

Reorganize the division of curriculum & instruction and technology as the division of curriculum and instruction, assigning technology functions to the proposed technology, information services, and planning department.

Reorganizing the division will decrease the number of subordinates directly reporting to the assistant superintendent. In addition, the recommendation should result in cleaner communication lines, particularly regarding instructional technology. Responsibility for the 24 principals should be clarified in the HCS organization charts, as it is not clear how they report to the assistant superintendent.

The seven direct reports shown in the current organization chart are already too many. If the assistant superintendent is in practice also managing the 24 principals, opportunities for miscommunication, lack of communication, and decreased effectiveness rise.

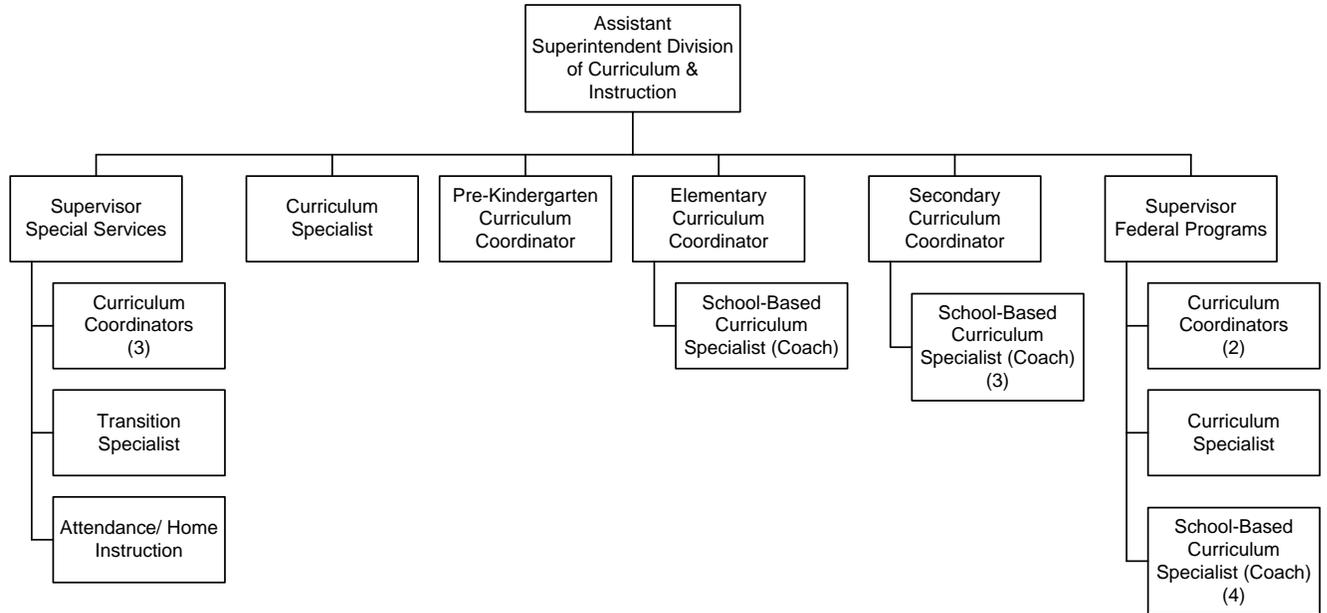
The literature provides a discussion of the issues associated with the number of direct reports:

George P. Hattrup and Brian H. Kleiner in *Industrial Management* (December 1993) stated that:

The addition of a fifth subordinate under one manager raises the manager's potential interactions from 44 to 100, while the addition of an eighth subordinate increases the potential interactions from 490 to 1,080. At some point, the demands of these interactions with subordinates create serious problems for the manager. The concept of span of control was developed in the United Kingdom in 1922 by Sir Ian Hamilton. It arose from the assumption that managers have finite amounts of time, energy, and attention to devote to their jobs. In studies of British military leaders, Hamilton found that they could not effectively control more than three to six people directly. These figures have been generally accepted as the "rule of thumb" for span of control ever since. More than a decade later, A.V. Graicunas illustrated the concept of span of control mathematically. His research showed that the number of interactions between managers and their subordinates—and thus the amount of time managers spent on supervision—increased geometrically as the managers' span of control became larger. It is important to note that all managers experience a decrease in effectiveness as their span of control exceeds the optimal level. In other words, the limitations implied by span of control are not short-comings of certain individual managers but rather of managers in general. In addition, it is important to understand that span of control refers only to direct reports, rather than to an entire corporate hierarchy. Even though a CEO may technically control hundreds of employees, his or her span of control would only include the department heads or functional managers who reported to the CEO directly.

Exhibit 8-6 shows the proposed division of curriculum and instruction organizational chart. As can be seen, the technology function has been reassigned. See **Chapter 1.0** and **Chapter 7.0** for related discussions to this reassignment.

**EXHIBIT 8-6
HARRISON COUNTY SCHOOLS
PROPOSED DIVISION OF CURRICULUM AND INSTRUCTION ORGANIZATION**



Source: Created by MGT of America, Inc., September 2011.

FISCAL IMPACT

This recommendation can be accomplished with existing personnel and at no additional cost to the district.

8.2 Program Evaluation

FINDING

The district does not systematically evaluate instructional programs to ensure they are achieving stated results with resources expended cost-effectively.

HCS utilizes processes and procedures, as well as evaluation guides provided by WVDE, for evaluating the effectiveness of instructional programs. No position is formally assigned responsibility for program evaluation, nor are formal evaluations regularly conducted for instructional programs. The only evaluations related to educational services provided or described were of the office of federal programs which is required by federal law to evaluate the effectiveness of those programs.

Creating a formal evaluation program will assist the district in being more cost effective by evaluating the districts instructional programs, implementation processes, and implementation results.

Teachers and district-level administrators were clear in focus groups that the district should improve instructional program evaluation. HCS has undertaken many new curriculum and instruction initiatives in the past few years. With the need to address failure to meet AYP, additional changes are likely. In school districts that have established evaluation and monitoring procedures throughout the year, as well as at year-end, interim changes have been made to modify or discontinue ineffective programs or practices. This practice allows the district to continuously improve throughout the year.

HCS's initial movement to response to intervention (RTI) remediation programs indicates awareness of the merits of immediate intervention for student needs. The same is true of programmatic needs. Interviewees stated a desire to know the effects of programs and practices they had implemented, but noted that no evaluation results are available because they are not conducted. However, administrators report that program evaluation for RTI is embedded. Embedding evaluative processes into program implementation provides quantified accountability for intended outcomes for schools, students, and the public. This is of limited value if personnel do not understand that this is the process and related procedures.

RECOMMENDATION 8-2:

Develop and implement a policy on program evaluation and expand the responsibilities of the curriculum coordinators to include program evaluation.

Accountability provides effective school districts the opportunity for regular examination of programs and practices in relation to achieving stated goals. Where program evaluation is an integral part of district practice and adoption of new programs, regular checkpoints offer information, just as regular examination of student performance data does. Effective program evaluation can be used to:

- Inform the district of the need to add a new program.
- Adjust an existing program.
- Eliminate programs and practices.
- Repurpose expenditures that are not providing the benefits for which they were adopted.

The HCS curriculum coordinators have an abundance of available data. These data need to be correlated and analyzed in relation to specific programs to refine the district's decision-making, budgeting, and to target resources toward stated goals. Additionally, the curriculum coordinators should conduct an evaluation of the entire program to make data-driven staffing and program decisions.

This recommendation should be implemented upon approval of this report.

FISCAL IMPACT

Implementation of this recommendation can be accomplished with existing resources by expanding continuing partnerships with local post-secondary institutions for program evaluation.

8.3 School Improvement

FINDING

Processes or protocols are not in place for measuring educator effectiveness to guide the assessment of teachers.

The WVDE mandates the use of teacher observation tools for instructional personnel within the first five years of teaching or placed on a corrective action plan. HCS lacks management of school improvement initiatives as exemplified by:

- Tenured instructional staff are not required to receive observations or walk-throughs from administrators; thus, the administrative walk-throughs are at the discretion of the administrator.
- There is no district-wide walk-through observation form to ensure standardization of the procedure.

States continue to monitor schools and districts that fail to make AYP, as measured by proficiency. The term proficiency has been used since the early 1990s by the federal testing program, the National Assessment of Educational Progress, where it connotes a very high level of academic achievement (Ravitch 2010).

For 2010-11, the score a student needed to reach to be considered proficient under *No Child Left Behind Act of 2001* (NCLB) dramatically increased. For example, on the math test, third graders needed to score 557 points to be considered proficient in 2009. In 2010, they needed to score 581 points to be proficient.

NCLB requires that all students are proficient by 2014. To reach this goal, each year a greater number of students must reach or exceed the proficient level on state tests for individual schools and districts to meet AYP. In addition, in 2011-12, the federal government requires every state to use a new graduation calculation in which only students who finish in four years are considered graduates.

District staff stated that the significant increase in the number of students required to meet proficiency in 2012 is not realistic since in 2010-11 over half the schools did not make AYP.

Exhibit 8-7 shows that state-wide, 299 out of 692 (48%) of schools met AYP in 2010-11. This means that over half (52%) of West Virginia schools did not make AYP.

**EXHIBIT 8-7
WEST VIRGINIA STATEWIDE AYP
2010-11**

STATEWIDE AYP	2010-11
Total Schools Accountable	692
Schools Meeting AYP	299 (48%)

Source: West Virginia Department of Education, 2011.

The mission of HCS is to achieve excellence in education through partnership with home and community, so that each student becomes: a lifelong learner, a responsible citizen, and a productive member of society. Yet, the district struggles in implementing district-wide school improvement initiatives, illustrated by the student proficiency data.

Exhibit 8-8 displays HCS AYP data from 2005-06 through 2010-11. Over half of the schools did not make AYP during 2010-11. State, district, and school personnel blame this situation on the drastic increase in the number of students required to be proficient on the state assessment. The accountability stakes will only continue to grow as the 2014 goal approaches.

**EXHIBIT 8-8
HARRISON COUNTY SCHOOLS
AYP HISTORY
2005-06 THROUGH 2010-11**

School	School Type	2010-11	2009-10	2008-09	2007-08	2006-07	2005-06
Adamston	Elementary	✓	X	✓	✓	✓	✓
Big Elm	Elementary	X	✓	✓	✓	✓	✓
Johnson	Elementary	✓	✓	✓	✓	✓	✓
Lost Creek	Elementary	✓	✓	✓	✓	✓	✓
Lumberport	Elementary	✓	✓	✓	✓	✓	✓
North View	Elementary	✓	✓	✓	✓	✓	✓
Norwood	Elementary	✓	✓	✓	✓	✓	✓
Nutter Fort Intermediate	Elementary	X	X	✓	✓	X	✓
Salem	Elementary	X	✓	✓	✓	NA	NA
Simpson	Elementary	✓	✓	✓	✓	✓	✓
West Milford	Elementary	X	✓	✓	✓	✓	✓
Wilsonburg	Elementary	X	✓	✓	✓	✓	✓
Middle Schools							
Bridgeport	Middle	✓	X	✓	✓	✓	✓
Lumberport	Middle	X	X	X	X	X	X
Mountaineer	Middle	X	X	X	✓	NA	NA
South Harrison	Middle	X	X	X	✓	✓	✓
Washington Irving	Middle	X	X	X	X	X	X
High Schools							
Bridgeport	High	✓	✓	✓	✓	✓	✓
Liberty	High	X	X	X	✓	X	✓
Lincoln	High	✓	✓	✓	✓	✓	X
Robert C. Byrd	High	X	✓	✓	✓	✓	X
South Harrison	High	X	✓	✓	✓	✓	✓

Source: West Virginia Department of Education, 2011

X = schools that did not make AYP

Check = schools that have made AYP

NA = AYP data is not available for sites during those years

In school districts that positively impact student achievement, the district leadership focuses not only on the content to be delivered in the classroom, but on the way that content is delivered. The type of teaching practices implemented in the classroom can have a significant impact on student success; therefore, the leadership in effective school districts specifically describes the best practices that are expected to be employed in delivering the district curriculum, and monitors for those practices in daily instruction.

Teaching practices not only include the types of approaches and strategies teachers use to instruct, but also include the types of learning activities students are expected to engage in, and identify the student achievement goals those activities and practices are meant to realize.

High-achieving school districts have established and trained teams of professionals at the district and school levels to conduct classroom observations and walk-through visits. These teams observe teaching practices to gather snapshot data regarding the alignment of observed practices with expected practices.

RECOMMENDATION 8-3:

Create the policy and procedures for administrative walk-throughs directly correlated to best practices for educator effectiveness.

The division of curriculum & instruction and technology should provide written procedures and expectations for administrative classroom observations and walk-throughs. The goals and objectives should align with state expectations for best practices for instruction in addition to those objectives assessed by state teacher evaluation guidelines. The goals and objectives should provide opportunities for administrators to provide constructive feedback that will directly correlate to increasing student achievement. The district may include goals and objectives that go beyond those required by the state.

District administrative staff and principals should:

- Monitor the implementation of the curriculum to ensure alignment with state standards.
- Review the importance of effective curriculum and instruction practices on a regular basis.
- Observe all classrooms, monitor lessons, and evaluate assessment materials utilized.
- Use, as a minimum, the following basic strategies to monitor instruction:
 - 45-minute observations
 - Frequent walk-throughs utilizing district forms

- Provide instructional staff immediate feedback with job embedded coaching support

Exhibit 8-9 shows a sample teacher observation form. Observation forms need to include best instructional practices and routines along with opportunity for feedback and follow-up observations.

**EXHIBIT 8-9
SAMPLE TEACHER OBSERVATION FORM**

CMSi SCHOOLVIEW OBSERVATION FORM				
Teacher Type:		Grade/course:		Class Type:
Years Teaching 1-2, 3-5, 6-10, 10+		Discipline:		Observer:
Observation Date:		Approximate number of students oriented to work		
Observation Time:		___ First third	___ All/Most	___ About 3/4 th ___ About Half
		___ Middle third	___ About 1/4 th	___ Few//None
		___ Last third		
OBJECTIVE ACTUALLY OBSERVED: (Major one taking place during 3-4 minute observation, unless worksheet—first and last problem)			TEACHER INTENDED OBJECTIVE, IF NOTED	
CONTENT OF OBJECTIVE Verb [Student action] plus concept, skill, knowledge, process to be learned	CALIBRATION to District Course of Study Content Objective (Examine for 3 grades/courses above or below)	CONTEXT OF OBJECTIVE • Given to students (e.g. graph, oral teacher directions) • Student response (select, write, state)	STATED OR WRITTEN OBJECTIVE (e.g. on board, lesson plan, stated)	CONGRUENCE of the stated/written objective versus the actually taught objective
Notes:	<input type="radio"/> Above level by ___ level(s) <input type="radio"/> On level (all) <input type="radio"/> On level: partial <input type="radio"/> On level: en route <input type="radio"/> Below level by ___ level(s) <input type="radio"/> Not found	Notes: <input type="radio"/> Test-like format <input type="radio"/> Real-world situation <input type="radio"/> Other COGNITION TYPE K C Ap An S E	Notes: <input type="radio"/> Not Observed <input type="radio"/> Observed	Notes: <input type="radio"/> Congruent <input type="radio"/> Partial <input type="radio"/> Not Congruent
DOMINANT STUDENT ACTIVITY (Mark one in first column and mark in second column all those observed)			DOMINANT TEACHER ACTIVITY	
___ Large group work	___ Warm Up/Review	___ Reading (see below)	___ Large group instruction	
___ Small group work	___ Watching video	___ Writing	___ Small group	
___ Individual work	___ Using technology	___ Speaking	___ Individual work	
___ Other	___ Taking assessment	___ Other	___ Monitoring student work	
Other				
POWERFUL INSTRUCTIONAL PRACTICES: (Mark all noted)				
___ Uses advanced organizers (set-what, why, how) ___ Reviews homework--each student responding ___ Reviews prior learnings in relation to new ___ Provides relevant information and examples ___ Uses meaningful (aligned) talk ___ Uses questions (e.g., type) _____ ___ Uses metacognition and modeling ___ Employs nonlinguistic representations ___ Provides active participation activities ___ Provides opportunities for each student to respond each time ___ Uses formal cooperative learning approaches ___ Checks for understanding ___ Uses cues, prompts, probes ___ Provides guided practice with corrective feedback ___ Provides independent practice ___ Uses closure as another practice activity		___ Uses assessments to diagnosis student needs ___ Sets goals for students ___ Uses vocabulary development strategies ___ Reinforces effort and gives praise ___ Uses feedback throughout lesson ___ Take notes (student) ___ Compares, contrasts, classifies (student) ___ Generates hypotheses/ tests them (student) ___ Summarizes (student) ___ Has talk which is positive (learning environment) ___ Demonstrates rigor and high expectations talk ___ Provides homework ___ Provides for differentiated learning (give examples) _____ ___ Uses ELL techniques (describe) _____ ___ Uses Sp. Pop. techniques (describe) _____ ___ Other: _____		
Reading Analysis (If reading is taking place)				
Types of Text Reading		Levels of Inquiry		
___ Recreational (Fiction)	Initial/Basic	Interpretation	Analysis	
___ Textual (Non-Fiction)	___ Special Detail	___ Inference	___ Critical Anal.	
___ Functional (Real World)	___ Action, Reason, Sequence	___ Extended Meaning	___ Strategies	

Source: CMSi, 2011.

This recommendation should be implemented as soon as this report is approved.

FISCAL IMPACT

This recommendation could be implemented with existing resources dedicated to professional development and an estimated 60 hours of administrative planning and processes development.

FINDING

The HCS schools do not receive the same level or quality of coaching services.

According to HCS records and interviews, school-based coaches spend the majority of their time in high needs schools. The 10 secondary schools share two literacy coaches and one numeracy coach for 5,629 students. Elementary literacy and math coaches are responsible for 5,463 students in 13 schools.

There are three literacy/numeracy coaches and two Title I technology integration specialists shared among all 13 elementary schools, responsible for 5,463 students.

MGT reviewed data, conducted interviews, and visited classrooms and found that the assigned reading and math specialists do not have well-executed processes for assisting students in improving reading and math skills. The specialists prioritize onsite visits to high need schools and complete site visit forms at the end of each visit. Coaches are not expected to visit every classroom or conduct professional development for all staff. It is up to instructional staff whether or not they would like coaching support.

The eight support teachers are assigned to specific schools and report to the elementary and secondary curriculum coordinators. MGT consultants found that these coordinating efforts with the school-based personnel are not yielding data to support that the additional reading support teachers have a significant impact on reading improvement.

Exhibit 8-10 displays the assignment of reading and math specialists/coaches, schools, and the number of students served.

**EXHIBIT 8-10
HARRISON COUNTY SCHOOLS
ASSIGNMENT OF READING AND MATH SPECIALISTS**

HARRISON SCHOOL DISTRICT INSTRUCTIONAL SUPPORT POSITIONS	ELEMENTARY SITES SERVED (OUT OF 13)	NUMBER OF ELEMENTARY STUDENTS IMPACTED (OUT OF 5,463)	MIDDLE SCHOOL SITES SERVED (OUT OF 5)	NUMBER OF MIDDLE SCHOOL STUDENTS IMPACTED (OUT OF 2,379)	HIGH SCHOOL SITES SERVED (OUT OF 5)	NUMBER OF HIGH SCHOOL STUDENTS IMPACTED (OUT OF 3,250)	TOTAL STUDENTS IMPACTED BY INDIVIDUAL
Elementary Literacy/Numeracy Coach (Salem Elem)	5/13	2,307/5,463					2,307
Elementary Literacy/Numeracy Coach (Nutter Fort Primary)	5/13	2,138/5,463					2,138
Elementary Numeracy Coach (North View)	13/13	5,463					5,463
Title I Technology Integration Specialist (North View)	5/13	1,873/5,463					1,873
Title I Technology Integration Specialist (Nutter Fort Intermediate)	4/13	1,781/5,463					1,781
Secondary Numeracy Coach (RCB)			5/5	2,379	5/5	3,250	5,629
Secondary Literacy Coach (WI Middle)			5/5	2,379	5/5	3,250	5,629
Secondary Literacy Coach (Mountaineer Middle)			5/5	2,379	5/5	3,250	5,629

Source: West Virginia Department of Education, 2011

RECOMMENDATION 8-4:

Review the assignment of the school-based literacy/numeracy coaches and Title I technology integration specialists.

The assistant superintendent and the curriculum coordinators should evaluate coaching services to ensure schools are receiving appropriate coaching services.

Curriculum coordinators should meet with the literacy/numeracy coaches on a regular basis. This should ensure the implementation of best practices in literacy/numeracy instruction.

The district curriculum coordinators, with approval by the assistant superintendent, should implement this recommendation upon approval of this report.

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing resources in approximately 60 hours to coordinate revision of job descriptions and reassignment of personnel.

8.4 Professional Learning Communities

FINDING

Professional Learning Communities (PLC) are required at each school although how they are used is at the discretion of the administrator, resulting in inconsistencies in PLCs across the district.

Administrators appreciate the flexibility of utilizing PLCs; however, there was no required model or related protocols to guide their development and implementation available to consultants at the time of the onsite review. Since the onsite review HCS has provided a PLC plan that requires goals and objectives with a monitoring process.

The HCS PLC Implementation Plan is an initiative for school improvement. The plan is designed to bring staff members together to form beginning-stage PLCs within their schools. Introduced in the spring of 2010, the PLC Implementation Plan was designed to provide core team members with the guidance and resources to establish goals and action steps for student achievement. Another aim was to engage in school-based decision making to identify professional development that is relevant to meeting those goals. However, evidence shows that schools are not utilizing PLCs according to the district plan.

The district website shows that the PLCs support student learning, not teaching, as the mission. The policies, instruction, curriculum, programs, professional development, and other functions of the school all support student learning. In maintaining this constant focus on learning, four questions become paramount:

1. What should students know and be able to do?

2. How will the school determine that students have learned the essential knowledge and skills?
3. How will the school respond when students do not learn?
4. How will the school respond when the students already know it?

The HCS website also includes PLC resources for teachers and administrators. Personnel can also order the book, *Building a Professional Learning Community at Work™: A Guide to the First Year*. This text addresses the real-world critical questions that arise when schools begin their work to become professional learning communities (PLCs). How can administrators and teachers take the promise of a PLC and turn it into reality? How can school leaders transform theories of collaboration into highly effective nuts-and-bolts practices? This book is set in the context of one year in the life of a PLC. It chronicles the efforts of a building principal and the school's teachers to build a true PLC by focusing on the successes and challenges inherent in the process.

Some HCS teachers and other school level staff stated they were not aware of these online resources and/or have not received a copy of the text. School staff expressed concern regarding the misuse of PLCs in their schools. Teachers in some schools indicated that they have gone several months without a PLC meeting or they have not received information that was to result from prior meetings.

District and school-level staff fear that the expectations of PLCs will not be enforced unless district-wide policies and procedures, including accountability, are refined and implemented. School level staff expressed the importance of these meetings and would like to see them held on a regular basis at the school and district level.

RECOMMENDATION 8-5:

Implement required guidelines for professional learning communities and create an evaluation system for determining positive effects on student achievement.

DuFour, DuFour, Eaker, & Many (2006) define a professional learning community as educators committed to working collaboratively in ongoing processes of collective inquiry and action research to achieve better results for the students they serve. Professional learning communities operate under the assumption that the key to improved learning for students is continuous, job-embedded learning for educators.

HCS should implement a consistent process to review every school's PLC plan and implementation results. The process should include providing feedback and revision of the plans to ensure implementation results in an increase in student achievement.

HCS should put into practice the six characteristics of a PLC in every school:

1. Shared mission, vision, values, and goals
2. A collaborative culture with a focus on learning
3. Collective inquiry into best practice and current reality
4. Action oriented: learning by doing
5. A commitment to continuous improvement
6. Results oriented

First, the fundamental purpose of the school is to ensure all students learn at high levels, and the future success of students will depend on how effective educators are in achieving that fundamental purpose. There must be no ambiguity regarding this commitment to learning, and schools must align practices, procedures, and policies, in light of that fundamental purpose. Members of a PLC work together to clarify exactly what each student must learn, monitor each student's learning on a timely basis, provide systematic interventions that ensure students receive additional time and support for learning when they struggle, and extend and enrich learning when students have already mastered the intended outcomes.

Second, schools cannot achieve the fundamental purpose of learning for all if educators work in isolation. Therefore, school administrators and teachers must build a collaborative culture in which they work together interdependently and assume collective responsibility for the learning of all students.

Third, school personnel will not know whether or not all students are learning unless educators are hungry for evidence that students are acquiring the knowledge, skills, and dispositions deemed most essential to their success. Schools must systematically monitor student learning on an ongoing basis and use evidence of results to respond immediately to students who experience difficulty, to inform individual and collective practice, and to fuel continuous improvement.

Bringing about cultural change in any organization is a complex and challenging task. **Exhibit 8-11** shows cultural shifts that should occur in a PLC.

**EXHIBIT 8-131
CULTURAL SHIFTS IN A PROFESSIONAL LEARNING COMMUNITY**

A SHIFT IN FUNDAMENTAL PURPOSE	
From a focus on teaching...	To a focus on learning
From emphasis on what was taught...	To a fixation on what students learned
From coverage of content...	To demonstration of proficiency
A SHIFT IN THE WORK OF TEACHERS	
From isolation...	To collaboration
From each teacher clarifying what students must learn...	To collaborative teams building shared knowledge and understanding about essential learning
From each teacher assigning priority to different learning standards...	To collaborative teams establishing the priority of respective learning standards
From each teacher determining the pacing of the curriculum...	To collaborative teams of teachers agreeing on common pacing
From individual teachers attempting to discover ways to improve results...	To collaborative teams of teachers helping each other improve
From an assumption that these are my kids and those are your kids...	To an assumption that these are our kids
From teachers gathering and analyzing data individually to make instructional decisions in isolation...	To collaborative teams acquiring information from common assessments in order to 1. Inform their individual and collective practice and 2. Respond to students who need additional time and support
A SHIFT IN PROFESSIONAL DEVELOPMENT	
From external training...	To job-embedded learning
From the expectation that leaning occurs infrequently...	To an expectation that leaning is ongoing and occurs as part of routine work practice
From learning by listening...	To learning by doing
From presentations to entire faculties...	To team-based action research
From assessing impact on the basis of teacher satisfaction...	To assessing impact on the basis of evidence of improved student learning

Source: DuFour 2008.

Research studies report that when a school is organized into a PLC, the following occur:

1. Teachers set higher expectations for their student achievement.
2. Students can count on the help of their teachers and peers in achieving ambitious learning goals.
3. The quality of classroom pedagogy is considerably higher.
4. Achievement levels are significantly higher.

The division, along with principals, should ensure policies and procedures align with best PLC practices are implemented with fidelity.

This recommendation should be implemented as soon as this report is approved since PLC processes and procedures are already being implemented.

FISCAL IMPACT

This recommendation can be implemented with existing resources at no additional cost to the district.

8.5 Student Performance

FINDING

While HCS has made progress in access to and analysis and understanding of student performance data, many interviewees reported that they are spending the majority of their available time progress monitoring and testing students and do not have the time to analyze these data to prepare data-based instructional decisions.

Staff in focus groups stressed the importance of the day and a half “data” days that the district pays teachers to attend at the beginning of the school year. However, attendance at this training is optional.

The training allows instructional staff to work with their grade level teams in reviewing their student data. They receive first hand training in how to make instructional decisions based on the data. If staff choose not to attend they do not receive this valuable training. There is a concern that the school based literacy/numeracy coaches do not have the capacity to work with all staff regarding data analysis if they do not receive the basic training.

Best practices demonstrate that just-in-time data available to teachers and administrators facilitate ongoing instructional and curricular decisions leading to improved student achievement. Furthermore, that training and follow-up is essential to successful use of the data in instruction.

RECOMMENDATION 8-6:

Require data analysis training to ensure that all personnel possess the information to make informed instructional decisions.

HCS has established the foundation for the regular use of data and created an expectation for availability. Staff concern regarding not having the time to analyze data to make instructional decisions indicates an urgent need for data analysis training and technical assistance to improve efficiency in the entire process.

School-based literacy/numeracy coaches are trained in data analysis best practices. They can provide job embedded professional development with follow up training for staff who struggle in this area.

The following includes staff comments expressing concern about the current assessment requirements:

- Reading has too many required assessment in order to monitor the material taught.
- It negatively impacts the time I have left for teaching.
- There is not enough time in the day to analyze all of these data for 20 students to make instruction decisions. Differentiated instruction is not occurring in many classrooms due to this.

Immediate training on additional sources of information will alleviate their concern as well as allow them to delve deeper into student needs and develop more precise strategies likely to make a positive difference in teaching and student learning.

The division should implement the recommendation to ensure all instructional and coaching staff receive professional development and support in data analysis. This implementation should occur upon approval of this report.

FISCAL IMPACT

Implementation of this recommendation can be accomplished with existing budgeted resources and utilization of school-based literacy/numeracy coaches. The amount of time necessary for implementation cannot be estimated until the plan is developed and the number of training sessions established.

8.6 Curriculum and Instruction

FINDING

The district has begun to create a structure for curriculum alignment and review, but has not completed the process.

An essential element in the development and delivery of a comprehensive curriculum management system is the creation of a systematic process to monitor instruction and use the collected information to inform changes in curriculum, assessment, resource selection and procurement, and professional development.

In order for HCS to achieve its goal to achieve excellence in education, curriculum, instruction, and assessment must be aligned along with processes to analyze individual and group performance data, and that information must then be linked to changes in practice.

The district has begun revising curriculum guides. Staff at all levels with responsibilities in all areas have been involved in those processes; yet both interviews and a review of curriculum-related policies reveal that there is no set timeline or structure in place to ensure a regular cycle of revision, implementation, review, and additional revision. Policies do exist that speak to curriculum in terms of development, guides and outlines,

materials, and textbook adoption. None of the policies contain clear directions that explicitly describe timelines, monitoring procedures, the use of data to inform instruction, or the creation of a cycle that ensures that, as expectations, student composition, or needs change; the instruction, curriculum, and staff development offered are revised accordingly. With only general expectations set, for instance, for administration and faculty to evaluate the educational program and regularly to report findings to the Board along with recommendations, no accountability is provided to ensure that expectations are met.

Finally, school-based personnel relate that without specific written procedures in place, it is sometimes difficult to receive guidance on decisions they must make. In effective school systems, district instructional priorities are aligned with budgetary expenditures reinforced by board policy.

Best practices suggest that all of these areas should be addressed in procedures to guide establishment of effective instructional practices.

RECOMMENDATION 8-7:

Revise procedures to ensure clear expectations for performance and assessment of curriculum and instruction functions.

While HCS has taken steps to create accountability for curriculum and instruction, it needs to ensure consistency through development of procedures that specify expectations and timelines and provide an effective monitoring process.

This recommendation should be implemented by the assistant superintendent and staff upon approval of this report.

FISCAL IMPACT

Implementation of this recommendation can be accomplished with existing resources and at no additional cost to the district.

8.7 Alternative Education

FINDING

There is a lack of a consistent transition process to and from regular education programs to the behavior management transitional middle school and transitional high school to ensure minimum disruption of a student's instructional program.

HCS provides alternative education services for identified middle and high school students with behavior problems. The services are provided at the Harrison County Alternative Learning Center (HCALC), previously Gore Middle School, on Route 19, two miles from the city of Clarksburg.

Both schools were designed to serve disruptive students violating the Harrison County Discipline Policy at level three or higher as shown in **Exhibit 8-12**.

**EXHIBIT 8-12
HARRISON COUNTY SCHOOLS
VIOLATIONS OF CODE OF CONDUCT**

Level III Violations
Continuation of Level I or Level II misconduct Violation of law Possession or influence of alcohol Disobeying a teacher in a willful manner Hazing Improper or negligent operation of a motor vehicle Misuse of prescription drugs Possession of a knife (3 ½ inches) Profane language Theft Threat of injury or injury of a school employee, student teacher, or visitor Violation of school rules or policies Any misconduct that is detrimental to the Harrison County Schools
Level IV Violations
Drug related offenses Battery on a school employee Felony Possession, sale or distribution of a controlled substance Possession, sale, or distribution of medication Alcohol related offenses Possession of a firearm or deadly weapon (as defined by WVA Code)

Source: Harrison County Schools Policy and Administrative Regulations Guide, 2011-12, September 2011.

For Level III and Level IV violations, students are suspended out of school for 10 days and a recommendation is made by the home school administrator for the student to be assigned to the Transitional School. The length of placement for a middle school student is at least one grading period and for the high school student at least one semester. In the case of a student being placed for drug or weapon infractions, the length of placement is typically the remaining days in the school year, in lieu of expulsion.

Alternative education programs in Harrison County are defined as temporary, authorized departures from the regular school program. They are designed to provide for both educational and social development for students whose behavior places them at risk of not succeeding in the traditional school environment and in adult life without positive interventions. Policy further states that alternative education programs will provide educational opportunities in accordance with West Virginia Code. Specifically the policy/administrative regulations state that the HCALC *shall have an identified written curriculum for alternative education programs based upon State Board of Education approved content standards and objectives.*

Interviews with transition school staff, campus administrators, campus counselors, and campus teachers revealed that students who are suspected of misconduct infractions are referred to the campus administration. The assigned campus administrator investigates the suspected violation and determines whether it violates Level III or IV Code of Conduct regulations. If the misconduct is verified, the administrator schedules a meeting with the student and parents to discuss a re-assignment to the Transitional School.

After a required school suspended period the student, parent, and usually the administrator from the sending campus, attend an intake session with HCALC staff. After the student is registered, middle school students are placed in Odyssey for English, reading and math and utilize textbooks and other resources for social studies and science. However, there is no process to ensure that the assignment is aligned with the student's previous instructional program at the sending school. As a result it is possible there will be a gap in instruction which will preclude the student's mastery of the necessary content to ensure successful academic progress.

There are two certified teachers at the transitional middle school and four certified teachers at the transitional high school where students utilize textbooks for their core courses with supplemental use of ACUITY and WV Writes programs. In addition to the core academic courses all students participate in group counseling sessions with United Summit Center counselors. Interviews revealed that when a student successfully completes his length of placement the HCALC contacts the appropriate administrator at the sending campus.

Interviews with middle school and high school teachers and counselors revealed that they rarely know that the student is being assigned to the transition school, the instructional or counseling services the student is experiencing while at the transition school, or when the student is returning to the regular classroom. A common comment was "we know when they walk into the classroom!"

While there are both academic and behavioral opportunities for students during their placement at the HCALC, there is no formal collaborative interaction between the student's current teachers/counselors and the transitional staff.

The National Alternative Education Association recommends that a formal transition process for students from pre-entry through post-exit should include an orientation which consists of rapport building, assessment of the student, IEP review, information and record sharing regarding the student, short- and long-term goal setting, and the development of an individualized student learner plan (ISLP). The NAEA further recommends that both entrances and exits are coordinated by a student assistance team (SAT) with all appropriate entities to ensure successful entry into the student's next educational setting and alignment with the previous instructional program.

The district uses the SAT to fulfill the legal (IDEA 2004) requirement for an RTI (now evolving into Support for Personalized Learning (SPL) in the state of West Virginia), as the district's school-wide model for identifying and providing early intervention to all students falling behind their peers in academics and behavior. Because some students placed at the HCALC have a history of behavior issues, it is very possible that they will

have already been identified by the RTI/SPL committee and have a record of interventions in place.

RECOMMENDATION 8-8:

Establish a transition plan to and from alternative programs.

This recommendation should result in combining the responsibilities of the SAT and the RTI/SPL committee into a single committee.

The combination of committees should ensure a thorough assessment of a student's current academic plan and alignment of the student's instruction from one placement to the other. It should further provide for discussion related to the student's social needs and ensure alignment of counseling services and other appropriate academic and social interventions.

The division should develop guidelines for the inclusion of this recommendation into the RTI/SPL committee responsibilities and provide guidelines for its implementation. This recommendation should be implemented immediately as a part of the revision of RTI manuals and forms to the state-required SPL transition.

FISCAL IMPACT

There is no specific financial investment for creating a transition team (especially if the responsibilities are combined with an existing team); however a commitment of staff time would be required.

FINDING

The transition school lacks a systemic behavior management program designed to improve behaviors and to ensure students are not suspended while enrolled at the Transitional School.

HCS provides alternative education for students with infractions against the district code of conduct as described in the finding for **Recommendation 8-8**. Staff at the transitional campuses have an intake meeting with students and parents prior to student enrollment at the campus during which academic and behavior expectations are discussed and provided to both parents and students. In addition, administrators, the counselor, and classroom teachers discuss behavior expectations as appropriate during a student's placement at the campus.

Even though these efforts are in place, there are significant numbers of students assigned out of school suspensions (OSS) as reflected in **Exhibit 8-13** and **Exhibit 8-14**. As shown, over a three year period middle school students were out of school for behavior issues an average of 5 days during a minimum six week assignment at the transitional middle school and a high school student was out of school for behavior issues an average of six days during a minimum semester assignment at the transitional high school

**EXHIBIT 8-13
HARRISON COUNTY TRANSITIONAL MIDDLE SCHOOL
OUT OF SCHOOL SUSPENSION DATA**

SCHOOL YEAR	TOTAL ENROLLMENT FOR THE YEAR	TOTAL INCIDENTS OF SUSPENSION	TOTAL DAYS OF SUSPENSION
2008-09	49	72	300
2009-10	50	59	252
2010-11	63	51	198

Source: Harrison County School District, August 2011.

**EXHIBIT 8-14
HARRISON COUNTY TRANSITIONAL HIGH SCHOOL
OUT OF SCHOOL SUSPENSION DATA**

SCHOOL YEAR	TOTAL ENROLLMENT FOR THE YEAR	TOTAL INCIDENTS OF SUSPENSION	TOTAL DAYS OF SUSPENSION
2008-09	49	72	300
2009-10	50	59	252
2010-11	56	55	269

Source: Harrison County School District, August 2011.

RECOMMENDATION 8-9:

Identify a representative group of stakeholders to create a formal positive behavior intervention support system (PBIS) to reduce out-of-school suspensions and ensure student attendance during placement at transitional campuses.

In addressing behavior issues in alternative education programs, the National Alternative Education Association (NAEA), in its publication *Exemplary Practices in Alternative Education: Indicators of Quality Programming* (2009), states that exemplary alternative education programs develop a culture and climate that are characterized by a culture and climate of positive rather than punitive atmosphere for behavioral management and student discipline. Program staff establishes clear expectations for learning and student conduct. The staff actively models and rewards appropriate student behavior. The program uses proven practices such as positive behavior support to organize student support systems.

The program should include the research based key features identified by the district:

- A prevention-focused continuum of support.
- Proactive instructional approaches to teaching and improving social behaviors.
- Conceptually sound and empirically validated practices.
- Systems change to support effective practices.

The principal of the transitional campuses should immediately identify key stakeholders from the transitional setting and general education setting (including representation from the student assistant team discussed in **Recommendation 8-8**) to research and identify a PBIS system for the transitional campuses. The identification of the system should include a review of systems currently utilized at the middle and high schools to align in

philosophy and implementation as much as possible. Ultimately the PBIS system should be included in the Transitional School Handbook and reviewed during the parent student orientation.

FISCAL IMPACT

This recommendation can be accomplished at no additional cost to the district.

FINDING

The United Technical Center (UTC) reflects cooperation between the schools, business, and the community to prepare secondary and post-secondary HCS students with the necessary skills to meet the demands of an ever-changing job market.

As an integral part of the comprehensive educational system, the UTC program is designed not only to enhance the academic program, but to serve as a steppingstone for students who seek further education and/or employment.

In addition to the academic course offerings of English, mathematics, capstone work experience, job skills, and GED preparation, UTC offers four clusters of career preparation:

- Arts and humanities cluster
 - Graphic Communications/Printing
- Engineering and Technical Cluster
 - Automotive Technology
 - Collision Repair/Auto Body Technology
 - Computer Systems and Hardware Support
 - Drafting Technology
 - General Building Construction
 - Electrical Technology
 - High Performance Engines/Machine Tool Technology
 - Masonry
 - Welding Technology
- Health Science Cluster
 - Health Occupations Science Technology
 - Practical Nursing (LPN)
 - Medical Assisting
- Human Services Cluster
 - Cosmetology
 - Emergency and Fire Management Services
 - Criminal Justice and Law Enforcement

- ProStart/Restaurant Management

Exhibit 8-15 shows the number of program completers for the last four years.

**EXHIBIT 8-15
HARRISON COUNTY SCHOOLS
NUMBER OF UNITED TECHNICAL CENTER PROGRAM COMPLETERS**

SCHOOL YEAR	NUMBER OF COMPLETERS
2010-11	228
2009-10	176
2008-09	184
2007-08	188

Source: Harrison County School District, August 2011.

COMMENDATION 8-A:

Harrison County Schools provides career development opportunities to high school sophomores, juniors, seniors, and adults through the United Technical Center.

8.8 Professional Development/Special Education

FINDING

Harrison County Schools maximizes the concept of least restrictive environment by implementing the special education inclusion model.

The majority of special education students are served in general education classrooms by teachers implementing a co-teaching model (**Recommendation 8-10**) to ensure maximum student achievement and opportunities for special education students to interact and learn with general education students.

Review of documents and interviews with general education and special education administrators and general education and special education teacher focus groups revealed inclusion as the most common placement for special education students in Harrison County. As shown in **Exhibit 8-16**, 88.80 percent of special education students spend all of part of their day in a general education classroom.

The inclusion model provides for students with special needs to be educated alongside students without special needs while the special education students are provided appropriate special education support and services. Students are generally placed with their chronological age-mates to encourage a sense of belonging and opportunity to form friendships. Interviews revealed that some students are assigned a buddy to accompany them to the cafeteria, the playground, and/or the bus. In *Putting inclusion into practice: perspectives of teachers and parents, Exceptional Children*, 64 Bennet and Bruns state that “research has shown positive effects for children with for children with disabilities in areas such as reading individualized education program (IEP) goal,

improving communication and social skills, increasing positive peer interactions, many educational outcomes, and post school adjustments.” They go on to say that “children without disabilities include the development of positive attitudes and perceptions of persons with disabilities and the enhancement of social status with nondisabled peers.”

COMMENDATION 8-B:

The district maximizes use of the special education inclusion model by placing the majority of special education students in general education classes.

FINDING

HCS does not provide consistent and comprehensive professional development to ensure successful inclusion practices in the classroom to ensure student improvement for students with disabilities.

Focus groups and interviews revealed the belief that best practices for co-teaching between general education and special education teachers are not being consistently implemented across the district.

Exhibit 8-16 shows the number and percent of special needs students in HCS and the state served in the general education classroom in 2010-11. HCS had 91.67 percent of its students either full- or part-time in the general education classroom while the state average was slightly lower at 88.80 percent.

**EXHIBIT 8-16
HARRISON COUNTY SCHOOLS
SPECIAL NEEDS STUDENTS SERVED IN GENERAL EDUCATION CLASSROOMS
2010-11**

EDUCATIONAL ENVIRONMENT	DISTRICT		STATE	
	NUMBER	PERCENT	NUMBER	PERCENT
General Education: Full-Time	1,081	63.36%	26,558	67.41%
General Education: Part-Time	483	28.31%	8,428	21.39%
Special Education: Separate Class	117	6.86%	3,303	8.38%
Special Education: Special School	*	*	3,303	8.38%
Special Education: Out-of-School Environment	*	*	434	1.10%
Special Education: Residential Facility	*	*	180	0.46%
Parentally Placed in Private School	21	1.23	337	0.86%
Correctional Facility	*	*	111	0.28%
TOTAL	1,706	100.00%	39,400	100.00%

Source: West Virginia District Special Education Data Report, 2010-11.

While all district schools employ co-teaching as appropriate in general education classrooms, where special needs students are being served by co-teachers the level of successful teaching is reported to vary.

Administrators and special and general education teachers stated that some teachers do not know how to co-teach; some do not have the tools, while others do not embrace the co-teach philosophy and are not willing to collaborate with the special needs teacher and

are not comfortable having another teacher in the classroom. Comments in focus groups and in interviews indicated that the lack of consistently successful use of the co-teaching model was a result of not understanding the philosophy and methodology.

While HCS has provided co-teaching training in the past, and some campuses have included the training in their annual professional development offerings, it was not district-wide nor consistently offered.

RECOMMENDATION 8-10:

Design a comprehensive co-teaching professional development curriculum for special and general education teachers delivered through coaching, professional learning communities, online courses or webcasts, and face-to-face sessions.

The National Staff Development Council (NSDC) has adopted the standard of Implementation: Professional learning that increases educator effectiveness and results for all students applies research on change and sustains support for implementation of professional learning for long-term change.

In terms of implementation, the NSDC states that professional learning produces changes in educator practice and student learning when it sustains implementation support over time. Episodic, periodic, or occasional professional learning has little effect on educator practice or student learning because it rarely includes ongoing support of opportunities for extended learning to support implementation. The NSDC further shares that educators need three to five years of ongoing implementation support that includes opportunities to deepen their understanding and address problems associated with the practice.

Given the numbers of HCS students being served through co-teaching, the director of special education, in collaboration with the assistant superintendent of curriculum & instruction and technology should immediately identify clear expectations for co-teaching practices in the classroom and conduct a needs assessment for both general and special education teachers to determine the level of successful co-teaching.

Based on this information, the division should immediately design professional development modules to address co-teaching needs and best practices in the classroom.

All teachers currently involved in the co-teaching model should be required to attend sessions during the 2011-12 school year. The training should be reviewed, updated, and provided annually.

FISCAL IMPACT

This recommendation could be implemented at no additional cost. Current professional development funding can be redirected to support this design.

8.8 Special Services

FINDING

The current nursing assignments and task timeline do not maximize health service availability to individual students on assigned campuses.

Harrison County Health Service Department, housed at the HCALC building, has nine nursing positions and 10 nurses, with two nurses job sharing a single position.

The department is managed by the coordinator of health services who also serves Pressley Ridge, the United Technical Center, and the students in the HCALC, where the office is located. Nurses follow a weekly schedule that includes being at assigned schools on Monday and Tuesday, providing required screenings and other services across the district on Wednesday and Thursday, and using Friday as a catch-up day in the office. The nurse/school assignments are shown in **Exhibit 8-17**. The pre-school nurse serves only pre-school students. In addition to the assigned nurse at each school, every campus has a code blue team, identified by the campus principal and trained by the district nurses, to deal with health emergencies. Nursing assignments are determined in collaboration with the coordinator of health services and the individual nurses.

Focus groups and interviews revealed that school assignments are unrelated to campus proximity, meaning they may be on opposite sides of the district, and do not ensure maximum access to assigned campuses. Interviews with nurses revealed overall job satisfaction but a lack of understanding about how campus assignments were determined.

**EXHIBIT 8-17
HARRISON COUNTY SCHOOLS
NURSE SCHEDULE
2010-11**

NURSE	CAMPUS NAMES
A	Adamston Elem Lumberport Middle School Liberty High
B	Norwood Elem Nutter Fort Primary Bridgeport Middle
C	North View Elem Nutter Fort Intermediate S. Harrison Middle/High
D	Wilsonburg Elem Big Elm Elem Robert C. Byrd High
E	Pre-school nurse
F	Johnson Elem Simpson Elem Washington Irving Middle
Nurse Coordinator	UTC Alternative Learning School Pressley Ridge
G	W. Milford/Lost Creek Elems Lumberport Elementary Lincoln High
H	Salem Elementary Mountaineer Middle Bridgeport High

Source: Harrison County School District August 2011.

The nursing schedule does not maximize the available time to work with individual student health needs. For example, a review of the nurses' schedules reveals that each nurse is in the office at the HCALC a minimum of one day a week.

West Virginia Code requires each school district to provide 180 days of instruction or approximately 36 weeks of instruction. The current nurses' schedule, providing one day a week in the office, totals approximately 36 days per school year; for the nine nursing positions, this represents a total of 324 additional days that nurses could be in the schools. The aggregate "office days" represent the approximately 1.8 nursing FTEs or the nursing services of more than 1.5 additional nurses.

RECOMMENDATION 8-11:

Identify a team of health services and campus level staff to review and revise the current job description for nurses and create an equitable schedule to maximize health service availability to individual students.

The review should include analyzing the state and federal health service requirements nurses must perform, the teaching requirements for health related issues, elementary screenings, the possibility of being housed at a campus and being assigned to campuses nearby, and the amount of time spent away from student access,

In a publication of the Robert Wood Johnson Foundation, *Charting Nursing's Future*, it is stated that the National Association of School Nurses' primary priority is to have a full-time registered nurse (RN) in every school. Modifying the HCS nurses' schedule would not provide a full-time RN in every building; however, it would increase the number of days a nurse is available onsite at each campus.

The assistant superintendent, in collaboration with the coordinator of health services, should identify a team to review the health services program as described above. The review should be conducted immediately and the nursing schedule modified for the second semester of 2011-12.

FISCAL IMPACT

This recommendation could be implemented at no additional cost to the district beyond the time required to conduct the review.

FINDING

Staff is satisfied with the site-based approach to professional development allowed by the county office but state a need for county-wide sessions in major program implementation that impact all campuses.

There is a perception of disconnect between practice and the county focus on major county implementation efforts; particularly, RTI/SPL, professional learning centers (PLCs), and positive behavior support (PBS) implementation. During focus group discussions, participants were not clear about the consistent expectations the county might have in the implementation of each of those programs.

MGT conducted focus groups and interviews with administrators, counselors, teachers, and academic support staff to determine the level of satisfaction with the district professional development program.

West Virginia requires a minimum of 18 hours of professional development for educators during a single school year. In the recent past HCS designed and provided county-wide professional development sessions for all staff in the county.

During discussions with staff, it was revealed that the district has moved away from providing professional development at the county level and has implemented a site-based approach to staff development. While staff articulated some satisfaction with the

newer model, many expressed missing the networking interaction provided stakeholder groups during county-wide professional development sessions, specifically the opportunity to network both vertically and horizontally with their peers.

MGT consultants acknowledge the following feedback from the Harrison district staff:

During the 2010-2011 school year Harrison County Schools recognized the need for a more consistent approach to the implementation of RTI in its elementary schools. To address this need a stakeholders group representing each of our 13 elementary schools was formed. In addition to elementary teachers and interventionists, this group also included a school psychologist, central office curriculum coordinator, and our regional WVDE RTI specialist. The primary goals of this workgroup were determined to be recognition of best practices and development of a consistent method of documentation that would reinforce these required practices. This group meet twice during the second semester of the 2010-2011 school year and once early in the 2011-2012 school year. The documents that this work group created have been distributed and identified as county-wide protocol from this point forward.

The WVDE implemented a change to the RTI process during the summer of 2011, renaming it Support for Personalized Learning (SPL). A July WVDE webinar introduced this change. Subsequently, August, 2011, district program leaders responsible for implementation, the assistant superintendent of curriculum and instruction, supervisor of federal programs, supervisor of pupil services, and curriculum coordinator, held a planning session to determine future steps. As a result of this planning session and input received during subsequent professional development activities a number of activities have occurred.

Professional development and communication of Harrison County Schools' district wide implementation of RTI/SPL to date includes:

- Stakeholders workgroup meeting, primary level, second semester, 2010-2011, September, 2011
- District level planning session, August, 2011
- Professional development: district- wide special education staff, August, 2011
- District wide dissemination of information, September, 2011
 - Assistant superintendent of curriculum and instruction cover memo
 - SPL overview
 - SPL protocol table
 - SPL intervention documentation form
 - SPL folder K-2
 - SPL folder 3-5
- Professional development: district –wide, principals, September, 2011
- Professional development: district-wide, counselors, September, 2011

- Stakeholders workgroup meeting, intermediate level, October, 2011
- Professional development: district-wide, student assistance team chairs & school psychologists, November 2011

Future activities include the development of a middle school level stakeholders workgroup to review and identify best practices, develop a district-wide implementation protocol, develop a district-wide documentation format, and develop district-wide progress monitoring assessments. Following completion of the stakeholder workgroup activities, district-wide professional development will be provided to appropriate middle school level groups.

RECOMMENDATION 8-12:

Conduct a comprehensive professional development needs assessment to determine the level of understanding of implementation procedures for county-wide programs.

A professional needs assessment will provide an accurate, thorough picture of the strengths and weaknesses of the implementation, level of success, and level of need for specific programs.

Prior to conducting the needs assessment, a review of the goal and vision for the programs and the skills that educators are expected to exhibit during the implementation of the programs, should be conducted. In this case it would include the understanding for and the skills needed to implement RTI/SPL, PLCs, and PBS.

The planning process for the needs assessment should involve the district program leaders responsible for the initial implementation of the three programs, the original and follow-up training that has been provided, to whom it has been provided, and the specific knowledge and skills that are to be assessed in the needs assessment.

The Society of Human Resource Management (SHRM), in a publication about professional development needs assessments (2/29/2008) explains that a needs assessment involves *collecting information to determine if a training need exists and, if so, what kind of training is required to meet this need*. This includes a variety of methods for collecting data which include:

- Individual interviews of employees
- Focus groups
- Observations
- Surveys

Once the data is gathered the district should identify a group of stakeholders to analyze and provide suggestions for moving forward with a staff development plan for the areas of need. That group can also make suggestions about delivery options and logistical issues, such as site-based or district-based.

The assistant superintendent should chair the comprehensive professional development review during the 2011-12 school year and changes should be implemented in the 2012-13 school year.

FISCAL IMPACT

There should be no direct fiscal impact. Funds currently budgeted for required professional development can be redirected to this effort.

APPENDICES

***APPENDIX A:
HARRISON COUNTY SCHOOLS
SURVEY RESULTS***

APPENDIX A HARRISON COUNTY SCHOOLS SURVEY RESULTS

Total responses for Central Office Administrators = 12 (52%)
Total responses for Principal/Assistant Principals = 24 (57%)
Total responses for Teachers = 209 (27%)

MGT uses a statistical formula to set an acceptable return rate in order to declare that the survey results are “representative” of the population surveyed. In the case of Harrison County Schools, the response rates for administrators, principals, and teachers were below this standard. This appendix displays the combined results of the three surveys.

EXHIBIT A-1 COMPARISON SURVEY RESPONSES PART A: OVERALL QUALITY

STATEMENT	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. How long have you worked in the district?			
Five years or less	17%	21%	22%
6-10 years	17%	25%	20%
11-20 years	17%	17%	18%
21 years or more	50%	38%	41%
2. How long have you been in your current position?			
Five years or less	58%	71%	46%
6-10 years	17%	21%	21%
11-20 years	17%	0%	21%
21 years or more	8%	8%	12%
3. What grade or grades are you teaching this year?			
PK			*
K			
1			5%
2			15%
3			19%
4			15%
5			16%
6			14%
7	N/A	N/A	13%
8			15%
9			14%
10			18%
11			22%
12			27%
Adult			28%
			27%
			0%
*Percentages are greater than 100% because teachers can teach more than one grade.			

**EXHIBIT A-1 (Continued)
COMPARISON SURVEY RESPONSES
PART A: OVERALL QUALITY**

STATEMENT	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
4. Overall quality of public education in our school district is: Good or Excellent Fair or Poor	92% 0%	96% 4%	96% 4%
5. Overall quality of education in our school district is: Improving Staying the Same Getting Worse Don't Know	75% 17% 8% 0%	46% 46% 8% 0%	67% 21% 10% 2%
6. Grade given to our school district teachers: Above Average (A or B) Below Average (D or F)	83% 0%	92% 0%	88% 12%
7. Grade given to our school district school level administrators: Above Average (A or B) Below Average (D or F)	83% 0%	83% 4%	89% 0%
8. Grade given to our school district central office administrators: Above Average (A or B) Below Average (D or F)	100% 0%	79% 13%	80% 3%

Percentages may equal over 100 percent due to rounding.

**EXHIBIT A-2
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART B: SCHOOL/DISTRICT CLIMATE**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. I feel that I have the authority to adequately perform my job responsibilities.	75/25	79/17	85/6
2. I am actively looking for a job outside of this school district.	8/75	4/83	4/88
3. I am very satisfied with my job in this school district.	83/0	83/4	80/3
4. The work standards and expectations in this school district are equal to or above those of most other school districts.	58/0	83/4	79/5
5. This school district's officials enforce high work standards.	75/0	75/8	77/7
6. Workload is evenly distributed.	58/25	58/21	45/38
7. I feel that my work is appreciated by my supervisor(s).	83/17	67/8	78/11
8. Teachers who do not meet expected work standards are disciplined.	58/17	58/21	27/38
9. Staff (excluding teachers) who do not meet expected work standards are disciplined.	58/25	58/8	23/29
10. I feel that I am an integral part of this school district team.	83/8	83/8	68/13

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

**EXHIBIT A-3
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART C1: DISTRICT ORGANIZATION**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Teachers and administrators in our district have excellent working relationships.	75/0	83/4	55/14
2. Most administrative practices in our school district are highly effective and efficient.	75/25	75/8	57/15
3. Administrative decisions are made promptly and decisively.	75/8	71/8	60/14
4. Central Office Administrators are easily accessible and open to input.	92/8	63/17	31/35
5. Authority for administrative decisions is delegated to the lowest possible level.	42/42	50/25	21/17
6. Teachers and staff are empowered with sufficient authority to perform their responsibilities effectively.	50/33	75/17	59/16
7. The extensive committee structure in our school district ensures adequate input from teachers and staff on most important decisions.	75/8	63/21	39/33
8. Our school district has too many committees.	8/42	33/17	25/20
9. Our school district has too many layers of administrators.	8/83	17/63	40/21
10. Most of district administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient.	67/25	88/0	52/21
11. Central office administrators are responsive to school needs.	83/17	58/13	36/28
12. School-based personnel play an important role in making decisions that affect schools in our school district.	75/0	58/17	40/27

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

**EXHIBIT A-4
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART C2: DISTRICT ORGANIZATION**

STATEMENT	(%G + E) / (%F + P) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Board of Education members' knowledge of the educational needs of students in this school district.	8/83	17/83	33/63
2. Board of Education members' knowledge of operations in this school district.	17/83	21/79	38/56
3. Board of Education members' work at setting or revising policies for this school district.	25/67	42/58	35/54
4. The School district Superintendent's work as the educational leader of this school district.	92/8	71/25	58/36
5. The School district Superintendent's work as the chief administrator (manager) of this school district.	92/8	79/17	64/31
6. Principals' work as the instructional leaders of their schools.	67/17	92/8	84/15
7. Principals' work as the managers of the staff and teachers.	83/8	100/0	84/15

¹Percentage responding *good* or *excellent*/Percentage responding *fair* or *poor*. The *don't know* responses are omitted.

**EXHIBIT A-5
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART D1: CURRICULUM AND INSTRUCTION**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. The emphasis on learning in this school district has increased in recent years.	58/8	79/13	79/10
2. Sufficient student services are provided in this school district (e.g., counseling, speech therapy, health).	83/0	79/8	69/20
3. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	92/0	100/0	83/10
4. I know who to contact in the central office to assist me with curriculum and instruction matters.	75/8	96/0	78/11
5. Lessons are organized to meet students' needs.	67/0	96/4	94/2
6. The curriculum is broad and challenging for most students.	75/0	88/4	82/6
7. Teachers in our schools know the material they teach.	67/0	92/0	95/0
8. Teachers and staff are given opportunities to participate in the textbook and material adoption processes.	92/0	92/4	87/4
9. Teachers have adequate supplies and equipment needed to perform their jobs effectively.	92/0	92/8	74/15
10. Our district provides curriculum guides for all grades and subject areas.	75/8	79/13	81/4
11. Our district uses the results of benchmark tests to monitor student performance and identify performance gaps.	75/0	83/8	88/5
12. Our district has effective educational programs for the following:			
a) Reading and Language Arts	75/0	92/0	89/1
b) Writing	75/0	96/4	81/7
c) Mathematics	75/8	92/0	82/8
d) Science	75/0	88/8	75/4
e) Social Studies (history or geography)	67/8	88/8	74/6
f) Foreign Language	50/0	63/13	52/8
g) Basic Computer Instruction	58/0	83/4	79/8
h) Advanced Computer Instruction	58/0	54/13	44/13
i) Music, Art, Drama, and other Fine Arts	50/0	75/8	59/22
j) Physical Education	50/0	83/4	75/7
k) Career and Technical (Vocational) Education	50/8	83/8	61/3
l) Business Education	50/0	63/8	47/5
13. The district has effective programs for the following:			
a) Special Education	75/0	88/8	74/12
b) Literacy Program	75/0	88/4	66/7
c) Advanced Placement Program	67/8	67/4	58/7
d) Drop-out Prevention Program	50/17	50/13	33/11
e) Summer School Programs	50/25	54/29	52/20
f) Honors and Gifted Education	75/8	75/4	67/11
g) Alternative Education Programs	58/0	79/17	47/12
h) Career Counseling Program	50/0	63/13	35/15
i) College Counseling Program	42/8	58/4	33/12
j) Student Services (nursing, social work, truant officers, etc.)	75/0	67/21	46/23
14. The students-to-teacher ratio is reasonable.	75/0	75/13	62/27

**EXHIBIT A-5 (Continued)
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART D1: CURRICULUM AND INSTRUCTION**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
15. Our district provides a high quality education that meets or exceeds state and federal mandates.	83/0	92/0	84/3
16. The school district adequately implements policies and procedures for the administration and coordination of special education.	75/0	88/8	74/6
17. There is generally cooperation and collaboration regarding special education issues in our school district.	75/0	79/13	68/10
18. The evaluation and eligibility determination process for special education is timely and comprehensive.	58/8	75/8	60/17
19. Special education teachers receive adequate staff development in cooperative planning and instruction.	58/0	83/4	44/15
20. The school district adequately implements policies and procedures for the administration and coordination of the English Language Learner Program.	58/0	79/4	39/3
21. The school district adequately identifies students who are English language learners.	67/0	83/0	53/3
22. The school district provides appropriate and mandated assessments for English language learners.	58/0	71/0	40/2
23. The school district provides documents to parents in their native language.	58/0	50/0	20/4
24. The school district provides adequate translation services.	50/0	58/0	22/6

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

**EXHIBIT A-6
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART D2: CURRICULUM AND INSTRUCTION**

STATEMENT	(%G + E) / (%F + P) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Teachers' work in meeting students' individual learning needs.	67/17	83/13	91/8
2. Teachers' work in communicating with parents/guardians.	50/33	88/13	91/7
3. How well students' test results are explained to parents/guardians.	42/33	75/25	73/22
4. The amount of time students spend on task learning in the classroom.	58/25	83/13	88/10

¹Percentage responding *good* or *excellent*/Percentage responding *fair* or *poor*. The *don't know* responses are omitted.

**EXHIBIT A-7
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART E1: HUMAN RESOURCES**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Salary levels in this school district are competitive.	67/8	88/8	55/28
2. Our district has an effective employee recognition program.	75/17	54/13	35/31
3. Our district has an effective process for staffing critical shortage areas of teachers.	50/8	42/29	25/36
4. My supervisor evaluates my job performance annually.	92/0	100/0	88/6
5. Our district offers incentives for professional advancement.	33/33	42/29	49/22
6. I know who to contact in the central office to assist me with professional development.	83/0	88/4	66/18
7. I know who to contact in the central office to assist me with human resources matters such as licensure, promotion opportunities, employee benefits, etc	92/0	100/0	85/6
8. My salary level is adequate for my level of work and experience.	67/8	58/25	36/49
9. Our district has an effective teacher recruitment plan.	42/17	21/42	14/23
10. I have a professional growth plan that addresses areas identified for my professional growth.	83/8	58/17	43/24
11. Quality professional development is available throughout the state.	75/25	88/4	69/10

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

**EXHIBIT A-8
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART E2: HUMAN RESOURCES**

STATEMENT	(%G + E) / (%F + P) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Staff development opportunities provided by this school district for teachers.	67/17	79/21	73/26
2. Staff development opportunities provided by this school district for school administrators.	67/17	63/38	36/6
3. Staff development opportunities provided by this school district for support staff.	75/17	63/29	37/12
4. The quality of pre-service professional development provided by this school district	67/8	63/25	46/14
5. The quality of teacher mentoring in this school district	58/8	71/25	55/27

¹Percentage responding *good* or *excellent*/Percentage responding *fair* or *poor*. The *don't know* responses are omitted.

**EXHIBIT A-9
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART F: FACILITIES MANAGEMENT**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Our school buildings provide a healthy environment in which to teach.	75/8	92/4	57/26
2. Our schools have sufficient space and facilities to support the instructional programs.	58/8	75/13	39/43
3. Our facilities are clean.	75/0	96/0	63/21
4. Our facilities are well maintained.	75/0	96/0	56/24
5. Our district plans facilities in advance to support growing enrollment.	42/33	50/33	24/41
6. Parents, citizens, students, faculty, and staff have opportunities to provide input into facility planning.	75/8	75/13	40/30
7. Our school buildings and grounds are free of hazards that can cause accidental injury.	67/0	79/4	62/20

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

**EXHIBIT A-10
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART G: FINANCIAL MANAGEMENT/PURCHASING AND WAREHOUSING**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Funds are managed wisely to support education in this school district.	75/0	75/13	34/27
2. The budgeting process effectively involves administrators and staff.	75/8	67/13	24/32
3. School administrators are adequately trained in fiscal management techniques.	67/0	63/21	22/6
4. My school allocates financial resources equitably and fairly.	58/8	92/4	64/8
5. The purchasing district provides me with what I need.	75/0	79/0	62/12
6. The purchasing process is easy.	58/8	75/13	58/20
7. Textbooks are distributed to students in a timely manner.	58/0	92/0	69/19
8. The books and resources in the school library adequately meet the needs of students.	50/0	88/0	75/11

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

**EXHIBIT A-11
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART H: TRANSPORTATION**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Students are often late arriving at or departing from school because the buses do not arrive at school on time.	0/58	8/83	4/87
2. The district has a simple method of requesting buses for special events and trips.	67/8	79/13	56/11
3. Bus drivers maintain adequate discipline on the buses.	58/8	79/13	53/2
4. Buses are clean.	67/0	92/0	59/1
5. Buses arrive early enough for students to eat breakfast at school.	58/17	88/8	67/9
6. Buses are safe.	67/0	100/0	74/1

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

**EXHIBIT A-12
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART I1: TECHNOLOGY**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Our school district provides adequate technology-related staff development.	75/8	75/17	67/21
2. Our school district requests input on the long-range technology plan.	83/8	79/13	54/20
3. Our school district provides adequate technical support.	75/0	71/21	48/38
4. I have adequate equipment and computer support to conduct my work.	75/8	92/4	58/28
5. Administrative computer systems are easy to use.	92/8	96/0	46/13
6. Technology is effectively integrated into the curriculum in our district.	75/0	79/4	77/9

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

**EXHIBIT A-13
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART I2: TECHNOLOGY**

STATEMENT	(%G + E) / (%F + P) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. The school district's job of providing adequate instructional technology.	100/0	100/0	100/0
2. The school district's use of technology for administrative purposes.	100/0	100/0	100/0

¹Percentage responding *good* or *excellent*/Percentage responding *fair* or *poor*. The *don't know* responses are omitted.

**EXHIBIT A-14
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART J: FOOD SERVICES**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. The food services district provides nutritious and appealing meals and snacks.	50/0	46/25	43/31
2. The food services district encourages student participation through customer satisfaction surveys.	17/8	29/33	8/31
3. Cafeteria staff are helpful and friendly.	58/8	75/4	71/12
4. Cafeteria facilities are clean and neat.	83/0	92/0	89/1
5. Parents/guardians are informed about the menus.	75/0	100/0	86/6

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

**EXHIBIT A-15
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART K: SAFETY AND SECURITY**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Our schools are safe and secure from crime.	75/0	96/0	85/5
2. Our schools effectively handle misbehavior problems.	67/0	100/0	68/15
3. There is administrative support for managing student behavior in our schools.	67/0	96/0	75/10
4. If there were an emergency in my school/office, I would know how to respond appropriately.	67/17	100/0	96/0
5. Our district has a problem with gangs.	0/67	4/88	2/76
6. Our district has a problem with drugs, including alcohol.	33/8	42/29	48/17
7. Our district has a problem with vandalism.	8/50	4/63	14/45
8. Our school enforces a strict campus access policy.	50/0	88/8	76/6

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

**EXHIBIT A-16
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART L1: PARENTS/GUARDIANS AND THE COMMUNITY**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. In general, parents/guardians take responsibility for their children's behavior in our schools.	17/58	38/46	31/48
2. Parents/guardians in this school district are satisfied with the education their children are receiving.	50/8	67/13	57/8
3. Most parents/guardians seem to know what goes on in our schools.	58/17	58/17	56/22
4. Parents/guardians play an active role in decision making in our schools.	50/8	63/17	33/28
5. This community really cares about its children's education.	83/0	75/13	70/10
6. Our district works with local businesses and groups in the community to help improve education.	83/0	79/0	76/5
7. Parents/guardians receive regular communications from the district.	75/8	96/4	76/6
8. Our school facilities are available for community use.	83/8	96/0	81/3
9. Our school district frequently communicates with state education leaders at the Department of Education.	83/0	75/4	46/1

EXHIBIT A-16 (Continued)
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART L1: PARENTS/GUARDIANS AND THE COMMUNITY

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
10. Our school district frequently communicates with state education leaders at the Center for Professional Development.	67/0	71/0	35/1

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

EXHIBIT A-17
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART L2: PARENTS/GUARDIANS AND THE COMMUNITY

STATEMENT	(%G + E) / (%F + P) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Parent/Guardians/guardians' efforts in helping their children to do better in school.	100/0	100/0	100/0
2. Parent/Guardians/guardians' participation in school activities and organizations.	100/0	100/0	100/0
3. How well relations are maintained with various groups in the community.	100/0	100/0	100/0

¹Percentage responding *good* or *excellent*/Percentage responding *fair* or *poor*. The *don't know* responses are omitted.

EXHIBIT A-18
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART M: SCHOOL DISTRICT OPERATIONS

SCHOOL DISTRICT PROGRAMS AND FUNCTIONS	%(NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT) ¹	/	%(ADEQUATE + OUTSTANDING) ¹
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
a. Budgeting	8/92	21/75	47/34
b. Strategic planning	17/83	25/71	36/41
c. Curriculum planning	8/92	17/79	29/60
d. Financial management and accounting	8/92	8/92	36/42
e. Grants administration	17/58	29/54	24/30
f. Community relations	42/50	46/54	42/46
g. Program evaluation, research, and assessment	25/67	38/63	27/47
h. Instructional technology	8/83	21/79	29/61
i. Administrative technology	17/75	8/92	19/48
j. Internal Communication	50/50	25/75	39/47
k. Instructional support	17/67	8/92	26/66
l. Coordination of Federal Programs (e.g., Title I, Special Education)	25/67	13/75	20/62

EXHIBIT A-18 (Continued)
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART M: SCHOOL DISTRICT OPERATIONS

SCHOOL DISTRICT PROGRAMS AND FUNCTIONS	%(NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT) ¹	/	%(ADEQUATE + OUTSTANDING) ¹
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
m. Personnel recruitment	42/58	54/33	32/24
n. Personnel selection	33/67	42/54	40/40
o. Personnel evaluation	25/75	42/58	26/62
p. Staff development	17/83	29/71	32/63
q. Data processing	0/83	17/75	15/56
r. Purchasing	8/92	17/79	18/58
s. Safety and security	8/75	13/88	14/78
t. Plant maintenance	8/75	8/88	23/46
u. Facilities planning	33/50	33/63	44/33
v. Transportation	25/67	13/88	12/73
w. Food service	17/75	17/79	34/56
x. Custodial services	17/67	13/88	32/60
y. Risk management	8/67	13/79	14/50

¹ Percentage responding *needs some improvement* or *needs major improvement* / Percentage responding *adequate* or *outstanding*. The *neutral* and *don't know* responses are omitted.

EXHIBIT A-19
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART N: RESA PERCEPTIONS

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Our school district frequently utilizes services provided by our RESA.	67/17	96/4	78/2
2. The services provided by our RESA are critical to the success of our district's programs and operations.	67/17	96/4	59/4
3. Many of the current RESA services to school districts could be more efficiently and/or effectively provided by WVDE.	33/42	29/29	21/18
4. Many of the current RESA services could be more efficiently and/or effectively provided by other sources such as universities or private vendors.	17/67	17/38	13/22
5. Sources other than RESAs could more efficiently and economically provide many of the school district's services.	17/50	21/42	14/18
6. Many of the current RESA services to school districts duplicate services provided by WVDE.	17/67	13/38	10/20
7. Many of the services offered by RESAs around the state are critical to the success of many school districts.	50/33	67/8	46/1

**EXHIBIT A-19 (Continued)
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART N: RESA PERCEPTIONS**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
8. The RESA in our region is highly efficient and effective.	50/25	88/0	48/4
9. The RESA role in providing services to school districts should be expanded.	50/17	46/8	36/7
10. The RESA in our region is highly responsive to the service needs of our school district.	67/25	83/0	43/4
11. The RESA in our region provides quality services.	75/8	96/0	53/3
12. There are adequate channels of communication with the RESA in our region.	67/17	96/0	39/6
13. The RESA in our region is responsive to complaints.	42/25	58/0	24/1
14. The RESA in our region is responsive to requests for services.	58/17	96/0	42/2
15. The RESA in our region listens and tries to meet the needs of the school district.	75/8	88/0	41/2
16. When compared to other RESAs in the state, I believe our RESA's services are of better quality	33/17	75/4	22/0

**EXHIBIT A-20
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART O: RESA GOVERNANCE AND FUNDING**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. The current method of funding the RESAs to provide services to school districts and allowing each RESA to charge the districts for other services is highly effective in meeting the needs of the districts.	25/25	42/4	13/4
2. All funds for services to school districts should be allocated to the districts and allow each district to purchase those services it needs from an RESA or other sources.	33/0	42/4	28/5
3. We understand the governance and oversight structure of the RESA in our region.	42/25	63/4	10/22
4. There are appropriate levels of oversight for the RESA in our region.	33/25	54/0	11/3
5. RESAs should continue to be funded by the state.	67/17	75/8	44/3
6. The amount charged to our school district by the RESAs is appropriate for the quality and amount of services provided.	42/8	50/4	12/3
7. Our school district has the funding to purchase the services it needs from an RESA.	50/8	33/17	17/2

**APPENDIX B:
HARRISON COUNTY SCHOOLS
OVERVIEW AND PEER
COMPARISONS**

APPENDIX B HARRISON COUNTY SCHOOLS OVERVIEW AND PEER COMPARISONS

Harrison County, West Virginia, was established in 1784. The county is named for Benjamin Harrison V, the father of William Henry Harrison, ninth President of the United States, and great-grandfather of Benjamin Harrison, 23rd President of the United States. The leading industries and chief agricultural products for Harrison County include natural gas, coal, timber, chemicals, and aerospace. The county seat is Clarksburg.

Harrison County Schools (HCS) is the sixth largest district in West Virginia, with approximately 11,000 students in 2009-10. The school district encompasses all of Harrison County.

HCS has a six-member Board of Education, including the superintendent. Two of the board members are elected at the time of the presidential election, with the other three members elected at the time of the gubernatorial election.

The district has 13 elementary schools to provide instruction for grades (pre)kindergarten through 5; five middle schools to serve grades 6 through 8; and five high schools to serve grades 9 through 12. The district also operates two alternative learning centers to provide educational services to students.

Exhibit B-1 shows enrollment and attendance from 2006-07 through 2010-11 school years. As shown, the trend in both enrollment and attendance in HCS has been toward slight decreases.

EXHIBIT B-1 HARRISON COUNTY SCHOOLS ENROLLMENTS AND ATTENDANCE 2006-07 THROUGH 2010-11

Year	Enrollment	Attendance Rate (%)
2006-07	11,279	97.1
2007-08	11,235	96.6
2008-09	11,192	96.9
2009-10	11,196	96.7
2010-11	11,128	96.7

Source: West Virginia Education Information System website, 2011.

Peer Comparisons

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

best practices. Effective benchmarking has proven to be especially valuable to strategic planning initiatives within school districts.

With this in mind, MGT initiated a benchmarking comparison of HCS to provide a common foundation to compare systems and processes within the district with those other, similar systems. It is important for readers to keep in mind when comparisons are made across districts, the data are not as reliable, as different school districts have different operational definitions, and data self-reported by school districts can be subjective. MGT has made every attempt to verify these data. Most data are extracted from the West Virginia Department of Education's website to provide standardized data across school districts. Exhibit information is from the 2010-11 school year whenever possible, or from the most current fully reported data year.

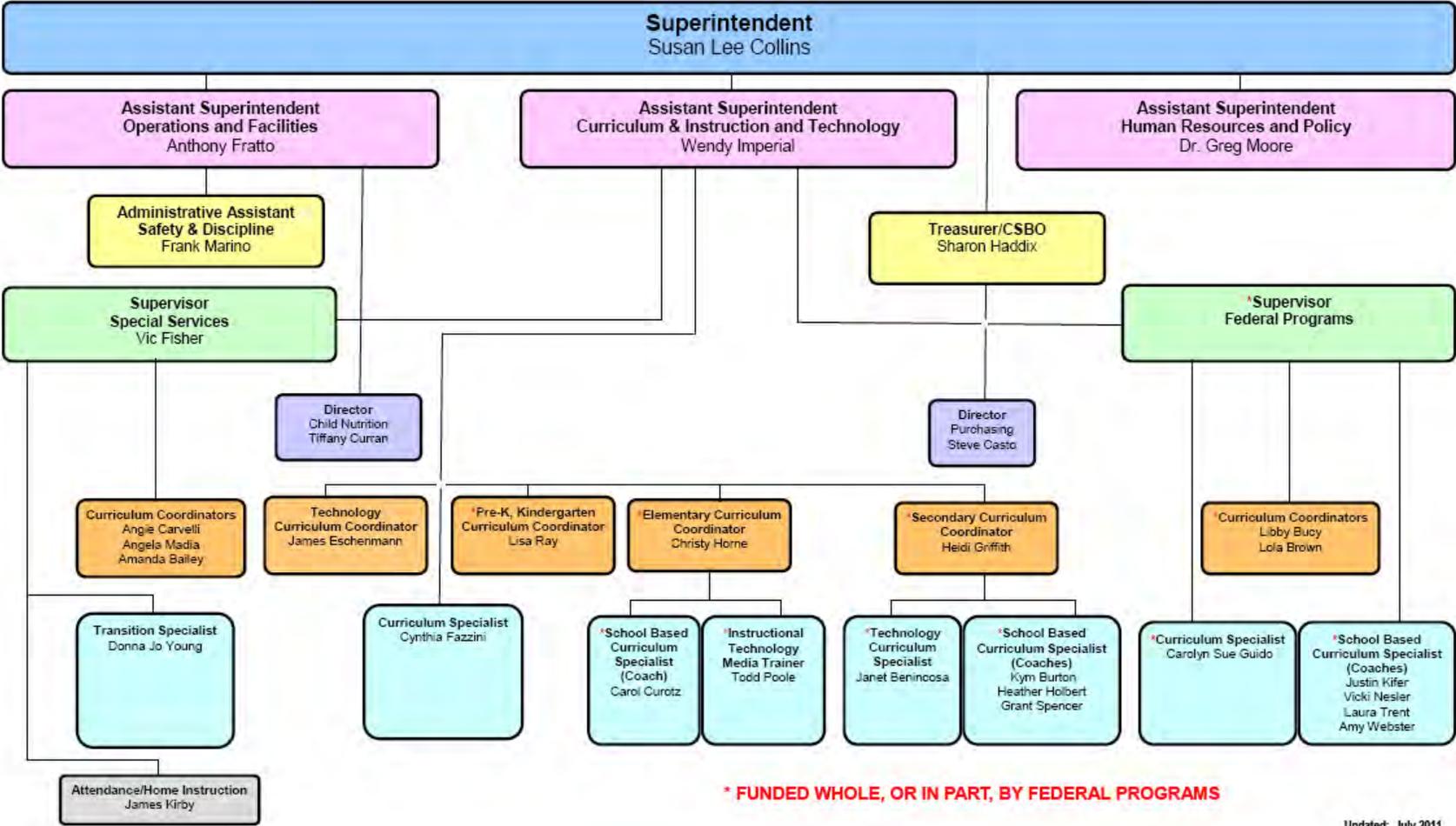
MGT worked with the district to select the following two West Virginia school districts to compare with HCS:

- Cabell County Schools
- Raleigh County School District

1.0 Organization

Each school district has a unique organizational structure. HCS's 2010-11 structure is shown in **Exhibit B-2**. The superintendent oversees four departments: Operations and Facilities, Curriculum & Instruction and Technology, Human Resources and Policy, and the Treasury. As previously stated, the superintendent is also a member of the Board of Education.

**EXHIBIT B-2
HARRISON COUNTY SCHOOLS DISTRICT ORGANIZATION
2010-11**



Updated: July 2011

Source: Harrison County Department of Education, 2011.

Cabell County Schools. The superintendent reports to the Board of Education. The superintendent oversees five divisions: School Improvement (includes Special Education, Title I, Curriculum and Assessment, Student Services, and Vocational Education); School Leadership Development and Administrative Services (includes Elementary Education, Secondary Education, Professional Personnel, Service Personnel, and Computer Information Services); Operations (includes Food Services, Technology, Transportation, and Buildings and Grounds); School Finance (includes School Safety); and Communications.

Raleigh County School District. The superintendent reports to the Board of Education. The superintendent oversees 12 departments: Child Nutrition, Federal Programs, Health Services, Instructional Technology, Insurance, Professional Development, Pupil Services, Purchasing, Safety and Loss Control, Special Education, Technology, Transportation, and Wellness.

Similarly to HCS, the peer districts have five-member Boards of Education.

2.0 Enrollment and Attendance

Exhibit B-3 displays HCS and peer total enrollment and attendance from 2008-09 through the 2010-11 academic years.

HCS was the smallest district in the comparison group. From 2008-09 to 2010-11, Harrison’s enrollment decreased by 64 students, or approximately .57 percent, compared to a peer average growth of 56 students, or approximately .47 percent. Cabell County Schools and Raleigh County School District grew by 1.4 percent and .45 percent, respectively. HCS has consistently had higher attendance rates than both peer districts.

**EXHIBIT B-3
HARRISON COUNTY SCHOOLS AND PEER DISTRICTS
ENROLLMENTS AND ATTENDANCE RATES
2008-09 THROUGH 2010-11 SCHOOL YEARS**

DISTRICT	2008-09		2009-10		2010-11	
	Enrollment	Attendance	Enrollment	Attendance	Enrollment	Attendance
Harrison County	11,192	96.9%	11,196	96.7%	11,128	96.7%
Cabell County	12,522	96.0%	12,553	95.8%	12,698	95.8%
Raleigh County	12,316	96.2%	12,340	96.0%	12,372	96.0%
Peer Average	12,010	96.4%	12,030	96.2%	12,066	96.2%

Source: West Virginia Department of Education website, 2011.

Exhibit B-4 displays the ethnicity of the student body in HCS and the peer districts for the 2009-10 and 2010-11 school years.

In both school years, HCS’s enrollment was primarily non-minority (95%). Similarly, the peer districts had a predominately non-minority enrollment; however, the peer districts had higher minority enrollments. HCS’s percentage of Black students was about one-

quarter the peer average. All of the districts had Black enrollments of 10 percent or less, and other minority enrollment was less than 4 percent.

**EXHIBIT B-4
HARRISON COUNTY SCHOOLS AND PEER DISTRICTS
STUDENT ETHNICITY
2009-10 AND 2010-11**

DISTRICT	STUDENT DEMOGRAPHIC							
	2009-10				2010-11			
	WHITE	BLACK	OTHER	TOTAL MINORITY	WHITE	BLACK	OTHER	TOTAL MINORITY
Harrison County	95.0%	2.9%	1.6%	4.5%	95.0%	2.8%	2.2%	5.0%
Cabell County	88.9%	8.6%	1.8%	10.4%	88.1%	8.5%	3.3%	11.8%
Raleigh County	87.8%	10.0%	1.5%	11.5%	87.3%	9.9%	2.9%	12.8%

Source: West Virginia Education Information System website, 2011.

Note: Percentages may not equal 100 percent due to rounding.

According to the West Virginia Department of Education website, Supplemental Education Services (SES) consists of academic instruction outside of the regular school day that is designed to increase the academic achievement of low-income students. These services may include academic services such as tutoring, remediation, and other educational interventions provided that the approaches are consistent with the state's academic content standards. The main purposes of SES are to: (1) increase student achievement in reading/language arts and mathematics; and (2) enable children to attain proficiency in meeting the state academic achievement standards.

In 2009-10, HCS enrolled a lower percentage of its students than the peer average in SES, but enrolled a higher percentage than the peer average in special education, as shown in **Exhibit B-5**. The limited English proficiency (LEP) enrollment was about median for the peer districts.

**EXHIBIT B-5
HARRISON COUNTY SCHOOLS AND PEER DISTRICTS
ENROLLMENT IN SPECIAL PROGRAMS
2009-10**

DISTRICT	ENROLLMENT		
	LEP	SPECIAL EDUCATION	LOW SES
Harrison County	0.8%	16.9%	45.5%
Cabell County	1.1%	13.5%	48.6%
Raleigh County	0.3%	12.3%	50.2%
Peer Average	0.7%	14.2%	48.1%

Source: West Virginia Department of Education website, 2011.

Exhibit B-6 displays the district and state averages for students with disabilities. HCS had the highest number and percentage of students with disabilities among the peers, and was 1.3 percent higher than the state average (15.95%).

**EXHIBIT B-6
HARRISON COUNTY SCHOOLS, PEER DISTRICTS, AND STATE
STUDENTS WITH DISABILITIES
2010-11**

DISTRICT	STUDENTS WITH DISABILITIES	
	NUMBER	PERCENTAGE
Harrison County	1,926	17.31%
Cabell County	1,828	14.39%
Raleigh County	1,573	12.71%
Peer Average	1,776	14.80%
State	45,007	15.95%

Source: West Virginia Education Information System website, 2011.

Exhibit B-7 shows the percentage of needy students for HCS and the peer districts. For both the 2009-10 and 2010-11 school years, HCS had a lower percentage of needy students than the peer district average. All districts had lower percentages of needy students than the previous year.

**EXHIBIT B-7
HARRISON COUNTY SCHOOLS AND PEER DISTRICTS
PERCENTAGE OF NEEDY STUDENTS
2009-10 AND 2010-11**

DISTRICT	PERCENTAGE OF NEEDY	
	2009-10	2010-11
Harrison County	50.5%	45.5%
Cabell County	54.0%	48.3%
Raleigh County	54.4%	49.9%
Peer Average	52.9%	47.9%

Source: West Virginia Education Information System, 2011.

Exhibit B-8 displays the participation percentages for the National School Nutrition Program for HCS and the peers. HCS had a lower percentage of total participation in the breakfast program than the peer districts; however, it had a higher percentage of total participation in the lunch program. All districts were within 3 percentage points of the state average of participation in both breakfast and lunch programs.

**EXHIBIT B-8
HARRISON COUNTY SCHOOLS AND PEER DISTRICTS
NATIONAL SCHOOL LUNCH PROGRAM PERCENTAGE PARTICIPATION
2009-10**

DISTRICT	BREAKFAST				LUNCH			
	% FREE	% REDUCED	% PAID	% TOTAL PARTICIPATION	% FREE	% REDUCED	% PAID	% TOTAL PARTICIPATION
Harrison County	41.15	28.32	17.29	28.03	74.09	71.45	64.04	68.92
Cabell County	41.42	27.95	16.62	28.84	73.01	69.31	57.89	65.83
Raleigh County	41.58	31.94	21.00	31.37	72.30	68.68	64.19	68.43
State Average	41.22	30.32	17.45	29.32	73.12	70.00	58.78	66.36

Source: West Virginia Department of Education website, 2011.

Exhibit B-9 displays the costs for breakfast and lunch in HCS and the peer districts. HCS had a lower “full” price for both breakfast and lunch than the peer districts, with the exception of middle school for Raleigh County, which was \$.15 lower than HCS. Cabell County had the most expensive meals for students that pay full price. Adult meal cost was the same for all districts; however, data for Raleigh County was not available on the district website. The reduced-price breakfast and lunch costs are uniform across all districts, and are based on the National School Nutrition Program guidelines. It is important to note that Cabell County Schools has implemented a program which provides free breakfast and lunch for all students who qualify for reduced-price meals, in addition to those students who qualify for free meals. The initiative was undertaken to increase participation in the breakfast and lunch programs.

**EXHIBIT B-9
HARRISON COUNTY SCHOOLS, PEER DISTRICTS, AND STATE AVERAGE
COST FOR BREAKFAST AND LUNCH**

DISTRICT	BREAKFAST			LUNCH		
	FULL	REDUCED	ADULT	FULL	REDUCED	ADULT
Harrison County						
<i>Elementary</i>	\$0.75	\$0.30	\$3.00	\$1.15	\$0.40	\$4.00
<i>Middle</i>	\$0.85	\$0.30	\$3.00	\$1.40	\$0.40	\$4.00
<i>High</i>	\$0.85	\$0.30	\$3.00	\$1.40	\$0.40	\$4.00
Cabell County						
<i>Elementary</i>	\$1.35	\$0.30	\$3.00	\$1.75	\$0.40	\$4.00
<i>Middle</i>	\$1.35	\$0.30	\$3.00	\$1.75	\$0.40	\$4.00
<i>High</i>	\$1.35	\$0.30	\$3.00	\$2.00	\$0.40	\$4.00
Raleigh County						
<i>Elementary</i>	\$1.00	\$0.30	N/A	\$1.25	\$0.40	N/A
<i>Middle</i>	\$1.00	\$0.30	N/A	\$1.25	\$0.40	N/A
<i>High</i>	\$1.00	\$0.30	N/A	\$1.40	\$0.40	N/A

Source: MGT data collection from individual district websites, 2011.

Note: N/A = Not available.

3.0 Staffing

Exhibit B-10 displays the pupil-to-staff ratios for HCS and the peer districts for the 2008-09 school year. HCS's pupil-to-teacher ratio, 15.3 to 1, was above the peer average, 14.8 to 1, by .5 students. This means that the "average" HCS teacher had slightly larger class sizes than the "average" teacher in the peer districts. However, HCS's administrative staff supported fewer pupils (134.6) than the peer average (139.6), which may indicate that HCS dedicated fewer positions to professional support and central administrative staff, relative to its size, than the peer districts.

**EXHIBIT B-10
HARRISON COUNTY SCHOOLS AND PEER DISTRICTS
TEACHER AND ADMINISTRATORS RATIO TO STUDENTS
2008-09**

DISTRICT	TEACHER RATIO	ADMINISTRATOR RATIO
Harrison County	15.3	134.6
Cabell County	14.3	156.3
Raleigh County	14.9	127.9
Peer Average	14.8	139.6

Source: West Virginia Department of Education website, 2011.
Note: Data extracted for 2008-09 because that is the last year data was available on the West Virginia Department of Education website.

Exhibit B-11 shows the number of professional personnel employed by HCS and the peer districts for the 2009-10 school year. Each district had one superintendent and HCS had one less assistant superintendent than the peer average. HCS had a lower number (23) of principals than the peer average (26), but had a higher number of assistant principals (18.5) than the peer average (14.8). HCS had more curriculum specialists and fewer remedial specialists than the peer district averages.

**EXHIBIT B-11
HARRISON COUNTY SCHOOLS AND PEER DISTRICTS
PROFESSIONAL PERSONNEL
2009-10**

DISTRICT	SUPERINTENDENT	ASSISTANT/ ASSOCIATE SUPERINTENDENT	PRINCIPAL	ASSISTANT PRINCIPAL	CURRICULUM SPECIALIST	REMEDIAL SPECIALIST
Harrison County	1	1	23	18.5	13.0	33.3
Cabell County	1	3	27	12.0	6.5	37.0
Raleigh County	1	2	29	14.0	14.0	47.5
Peer Average	1	2	26	14.8	11.1	39.25

Source: West Virginia Education Information System, 2011.

Exhibit B-12 displays the total number of classroom teachers and special education teachers for HCS and the peer districts for the 2009-10 school year. HCS had fewer teachers in both categories than the peer districts; however, as previously shown, HCS also had lower enrollment and a higher student-to-teacher ratio than the peer districts.

**EXHIBIT B-12
HARRISON COUNTY SCHOOLS AND PEER DISTRICTS
TOTAL CLASSROOM AND SPECIAL EDUCATION TEACHERS
2009-10**

DISTRICT	TOTAL CLASSROOM TEACHERS	TOTAL SPECIAL EDUCATION TEACHERS
Harrison County	752.24	110.90
Cabell County	878.95	129.55
Raleigh County	824.30	134.00

Source: West Virginia Education Information System, 2011.

Exhibit B-13 displays the years of experience for teachers in HCS and the peer districts, as well as the percentage of classes taught by highly qualified teachers. HCS had a higher percentage (94.3%) of classes taught by highly qualified teachers than the peer district average (89.85%).

**EXHIBIT B-13
HARRISON COUNTY SCHOOLS AND PEER DISTRICTS
TEACHERS AND EXPERIENCE
2009-10**

DISTRICT	DEGREE LEVEL								PERCENTAGE OF CLASSES TAUGHT BY HIGHLY QUALIFIED TEACHERS
	BACHELOR'S DEGREE	BACHELOR'S DEGREE +15	MASTER'S DEGREE	MASTER'S DEGREE +15	MASTER'S DEGREE +30	MASTER'S DEGREE +45	DOCTORATE	OTHER	
Harrison County	11.3%	18.2%	9.1%	9.7%	17.6%	33.5%	0.5%	0.1%	94.3%
Cabell County	13.9%	22.5%	6.8%	11.1%	11.3%	34.0%	0.2%	0.3%	93.0%
Raleigh County	15.0%	25.3%	5.7%	8.7%	11.7%	33.1%	0.5%	-	86.7%

Source: West Virginia Department of Education website, 2011.

Exhibit B-14 displays the number of service personnel employed by HCS and the peer districts during the 2009-10 school year. HCS employed 11.6 more classroom aides than the peer district average. The district employed 2.17 fewer para-professionals than the peer district average. HCS also employed 3.3 more directors/coordinators of services than the peer district average.

**EXHIBIT B-14
HARRISON COUNTY SCHOOLS AND PEER DISTRICTS
SERVICE PERSONNEL
2009-10**

DISTRICT	AIDE	PARA-PROFESSIONAL	DIRECTOR/ COORDINATOR OF SERVICES
Harrison County	126.9	3.0	4.0
Cabell County	102.0	12.0	1.0
Raleigh County	117.0	0.5	3.0
Peer Average	115.3	5.2	2.7

Source: West Virginia Education Information Systems, 2011.

Exhibit B-15 shows the number of facilities personnel employed by HCS and the peer districts during the 2009-10 school year. Cabell County Schools is the only district among the peers that employed supervisors of maintenance. HCS had one chief mechanic, compared to two for Cabell County and one for Raleigh County. HCS had a part-time foreman, while Cabell County employed seven full-time foremen; however, Raleigh County did not employ a foreman. HCS had the highest number of general maintenance staff (5.73), while Cabell County had none, and Raleigh County employed only one. HCS also had the highest number of custodians employed (91.05), and had approximately 2.5 employees more than the peer district average (88.5). HCS is the only district that employed groundsmen.

**EXHIBIT B-15
HARRISON COUNTY SCHOOLS AND PEER DISTRICTS
FACILITIES PERSONNEL
2009-10**

DISTRICT	SUPERVISOR OF MAINTENANCE	CHIEF MECHANIC	FOREMAN	GENERAL MAINTENANCE	CUSTODIAN	GROUNDSMAN
Harrison County	0	1	0.36	5.73	91.05	1.8
Cabell County	2	2	7	0	86	0
Raleigh County	0	1	0	1	88.5	0
Peer Average	NA	1.34	2.45	2.24	88.5	NA

Source: West Virginia Education Information Systems, 2011.

Exhibit B-16 shows the number of transportation personnel employed by HCS and the peer districts in 2009-10. Cabell County was the only district among the peers that employed a supervisor of transportation. However, HCS was the only district among the peers that employed a school bus supervisor. HCS employed slightly more school bus operators than the peer comparison average.

**EXHIBIT B-16
HARRISON COUNTY SCHOOLS AND PEER DISTRICTS
TRANSPORTATION PERSONNEL
2009-10**

DISTRICT	SUPERVISOR OF TRANSPORTATION	SCHOOL BUS SUPERVISOR	SCHOOL BUS OPERATOR
Harrison County	0	2	99.0
Cabell County	1	0	101.0
Raleigh County	0	0	77.5
Peer Average	NA	NA	92.5

Source: West Virginia Education Information Systems, 2011.

Exhibit B-17 displays the number of food services personnel employed by HCS and the peer districts during the 2009-10 school year. None of the districts employed a food services supervisor. HCS employed fewer cafeteria managers and cooks than the peer district average.

**EXHIBIT B-17
HARRISON COUNTY SCHOOLS AND PEER DISTRICTS
FOOD SERVICES PERSONNEL
2009-10**

DISTRICT	FOOD SERVICE SUPERVISOR	CAFETERIA MANAGER	COOKS
Harrison County	0	15.9	64.3
Cabell County	0	26.0	68.5
Raleigh County	0	14.0	82.5
Peer Average	NA	18.7	71.8

Source: West Virginia Education Information Systems, 2011.

Exhibit B-18 shows the number of technology personnel employed by HCS and the peer districts during the 2009-10 school year. HCS had fewer technology integration specialists than the peer districts; however, HCS is the only district among the peers that employed technology systems specialists.

**EXHIBIT B-18
HARRISON COUNTY SCHOOLS AND PEER DISTRICTS
TECHNOLOGY PERSONNEL
2009-10**

DISTRICT	TECHNOLOGY INTEGRATION SPECIALIST	TECHNOLOGY SYSTEMS SPECIALIST
Harrison County	3	4
Cabell County	6	0
Raleigh County	5	0
Peer Average	4.7	NA

Source: West Virginia Education Information Systems, 2011.

4.0 Salary Information

Exhibit B-19 displays the number of instructional personnel and the average salaries for HCS and the peer districts for the 2009-10 and 2010-11 school years. Data for this exhibit were reported by districts to the West Virginia Department of Education. As mentioned at the beginning of this chapter, the data in this chapter and throughout the report are dependent upon the reporting of the school districts, and may not be reported consistently.

HCS had the lowest number of teachers among the peer districts for both school years. However, the average salary was slightly higher than the peer districts. In 2010-11, the HCS average teacher salary was \$503.94, or 1.1 percent, above the average teacher salary for the comparison districts. All comparison districts experienced a reduction in the number of instructional personnel, as well as the average teacher salary, as compared to the previous year.

**EXHIBIT B-19
HARRISON COUNTY SCHOOLS AND PEER DISTRICTS
FULL-TIME EQUIVALENT (FTE) INSTRUCTIONAL PERSONNEL AND AVERAGE
SALARY 2009-10 AND 2010-11**

DISTRICT	2009-10		2010-11	
	NUMBER OF FTE INSTRUCTIONAL PERSONNEL	AVERAGE SALARY	NUMBER OF FTE INSTRUCTIONAL PERSONNEL	AVERAGE SALARY
Harrison County	880.15	\$47,180.14	847.50	\$45,187.59
Cabell County	1,004.45	\$46,217.39	964.95	\$44,856.08
Raleigh County	973.00	\$45,708.55	927.60	\$44,511.22

Source: West Virginia Department of Education website, 2011.

Exhibit B-20 details the average salaries for professional staff categories at HCS and peer districts. HCS did not increase or decrease the average salary for professional staff from 2009-10 to 2010-11; however, the peer districts increased the average salary for professional staff by \$500 in Cabell County and \$250 in Raleigh County.

**EXHIBIT B-20
HARRISON COUNTY SCHOOLS AND PEERS
AVERAGE SALARIES FOR PROFESSIONAL STAFF
2009-10 AND 2010-11**

DISTRICT	PROFESSIONAL STAFF SALARIES		
	2009-10	2010-11	DIFFERENCE
Harrison County	\$44,952.49	\$44,952.49	\$0
Cabell County	\$45,202.33	\$45,702.33	+\$500
Raleigh County	\$45,102.33	\$45,352.33	+\$250

Source: West Virginia Department of Education website, 2011.

**EXHIBIT B-21
HARRISON COUNTY SCHOOLS AND PEER DISTRICTS
AVERAGE SALARIES FOR PRINCIPALS, ASSISTANT PRINCIPALS, AND
TEACHERS
2009-10**

DISTRICT	PRINCIPAL	AVERAGE SALARY	ASSISTANT PRINCIPAL	AVERAGE SALARY	CLASSROOM TEACHER	AVERAGE SALARY
Harrison County	23	\$81,771.67	18.5	\$64,796.20	731.15	\$45,413.93
Cabell County	27	\$72,530.97	12	\$65,583.09	867.95	\$45,005.64
Raleigh County	29	\$70,795.02	14	\$65,933.43	815.5	\$43,836.86
Peer Average	26.3	\$75,032.55	14.8	\$65,437.57	804.87	\$44,752.14

Source: West Virginia Department of Education website, 2011.

5.0 Revenues and Expenditures

Revenues for West Virginia school districts come from three main sources: the state, through the general state aid funding formula; the local area, through property taxes; and the federal government. The West Virginia funding formula provides aid to local school districts based on the wealth per pupil of the district.

5.1 Budget

Exhibit B-22 shows the 2009-10 budget for HCS and the peer districts. HCS had a smaller budget in 2009-10 than the peer districts, with \$10 million to \$20 million less in revenue.

**EXHIBIT B-22
HARRISON COUNTY SCHOOLS AND PEER DISTRICTS
2009-10 BUDGET**

DISTRICT	TOTAL - ALL FUNDS		
	REVENUES	BEGINNING BALANCE	EXPENDITURES
Harrison County	\$110,839,059	\$7,200,000	\$118,039,059
Cabell County	\$129,524,977	\$2,236,670	\$131,761,647
Raleigh County	\$119,300,000	\$3,700,000	\$123,000,000

Source: West Virginia Department of Education website, 2011.

Exhibit B-23 displays revenues per student in HCS and the comparison districts for the 2009-10 budget. Actual revenues were not available from the West Virginia Department of Education for the 2010-11 year.

**EXHIBIT B-23
HARRISON COUNTY SCHOOLS AND PEER DISTRICTS
REVENUES PER PUPIL
2009-10**

DISTRICT	ENROLLMENT	REVENUE PER PUPIL
Harrison County	11,196	\$9,899.88
Cabell County	12,553	\$10,318.25
Raleigh County	12,340	\$9,667.75

Source: West Virginia Department of Education website, 2011.

Exhibit B-24 displays expenditures per student in HCS and the comparison districts for the 2009-10 budget. Actual expenditures were not available from the West Virginia Department of Education for the 2010-11 year.

**EXHIBIT B-24
HARRISON COUNTY SCHOOLS AND PEER DISTRICTS
EXPENDITURES PER PUPIL
2009-10**

DISTRICT	ENROLLMENT	EXPENDITURES PER PUPIL
Harrison County	11,196	\$10,542.97
Cabell County	12,553	\$10,496.43
Raleigh County	12,340	\$9,967.59

Source: West Virginia Department of Education website, 2011.

HCS revenues were consistent with the peer districts. HCS expenditures are higher than the peer average by 2.9 percent. However, HCS expends the highest amount per pupil among the comparison group.

5.2 Transportation Costs

Exhibit B-25 displays the cost information for the transportation department. HCS had a higher cost per mile and a higher cost per student than the peer district average. HCS had the least amount of exceeded recommended route times than the comparison peers. HCS also had the fewest spare buses over the recommended number. The approximate cost to maintain the additional buses was much lower for HCS than the peer districts.

**EXHIBIT B-25
HARRISON COUNTY SCHOOLS AND PEER DISTRICTS
TRANSPORTATION DEPARTMENT COST AND BUS INFORMATION**

DISTRICT	COST PER MILE	COST PER STUDENT	% EXCEEDED RECOMMENDED ROUTE TIMES	SPARE BUSES OVER RECOMMENDED NUMBER	APPROXIMATE COST TO MAINTAIN ADDITIONAL SPARE BUSES
Harrison County	\$7.85	\$1,229.20	2.96	14.4	\$216,000
Cabell County	\$6.91	\$857.92	3.16	26.7	\$400,500
Raleigh County	\$6.80	\$1,338.87	5.6	29.1	\$436,500
Peer Average	\$7.19	\$1,142.00	3.91	23.4	\$351,000

Source: West Virginia Department of Education, Office of Student Transportation, 2011.

Exhibit B-26 shows the miles traveled for HCS and the peer districts during the 2008-09 school year (the last year these data were available from the West Virginia Department of Education Office of Student Transportation). HCS buses traveled fewer total miles than both of the peer districts. However, HCS traveled more miles for extracurricular and curricular activities than the peer district average.

**EXHIBIT B-26
HARRISON COUNTY SCHOOLS AND PEER DISTRICTS
MILES TRAVELED BY BUS
2008-09**

DISTRICT	REGULAR	VOCATIONAL	EXTRACURRICULAR	CURRICULAR	TOTAL
Harrison County	959,365	36,056	90,094	68,088	1,153,603
Cabell County	1,229,052	21,240	47,426	15,088	1,312,806
Raleigh County	1,732,535	52,081	63,746	31,428	1,879,790
Peer Average	1,306,984	36,459	67,089	38,201	1,448,733

Source: West Virginia Department of Education, Office of Student Transportation, 2011.

6.0 Student Achievement

Students in West Virginia are required to take the WESTEST2 once a year in grades 3 through 11. **Exhibit B-27** displays 2009-10 HCS results on the WESTEST2, compared with the peer districts. The percentage proficient displays those results for students who achieved mastery or above on the testing.

HCS had a 48.63 percent average proficiency rate on the WESTEST2 for all students in all grade levels for the academic year 2009-10, above the peer proficiency of 45.31 percent for Cabell County Schools and 45.78 percent for Raleigh County School District. However, all districts have less than 50 percent proficiency rates on the WESTEST2, with the exception of HCS third grade, with 50.06 percent.

**EXHIBIT B-27
HARRISON COUNTY SCHOOLS AND PEER DISTRICTS
WESTEST2 RESULTS
2009-10**

District	Math		Reading		Science		Social Studies		Average Proficiency For All Areas
	# Tested	Percentage Proficient	# Tested	Percentage Proficient	# Tested	Percentage Proficient	# Tested	Percentage Proficient	
THIRD									
Harrison	765	55.42%	765	52.42%	749	51.13%	749	41.26%	50.06%
Cabell	963	45.90%	963	45.38%	948	39.03%	947	41.29%	42.90%
Raleigh	895	48.38%	895	42.01%	890	29.55%	890	30.11%	37.51%
FOURTH									
Harrison	802	43.77%	802	41.52%	801	35.96%	791	35.52%	39.19%
Cabell	915	42.40%	916	38.32%	916	33.19%	907	38.81%	38.18%
Raleigh	934	45.93%	933	46.52%	932	31.22%	925	32.22%	38.97%
FIFTH									
Harrison	765	49.02%	765	51.76%	752	45.35%	752	32.85%	44.75%
Cabell	908	45.48%	908	45.15%	894	37.36%	894	34.00%	40.50%
Raleigh	852	51.41%	852	47.07%	844	33.29%	844	27.25%	39.76%
SIXTH									
Harrison	811	42.17%	810	49.26%	810	47.41%	802	37.16%	44.00%
Cabell	931	36.52%	931	38.56%	926	34.99%	914	31.84%	35.48%
Raleigh	929	45.64%	929	46.07%	926	36.18%	911	36.88%	41.19%
SEVENTH									
Harrison	775	49.94%	772	47.15%	765	46.93%	767	42.50%	46.63%
Cabell	871	45.81%	871	49.83%	851	49.00%	852	44.84%	47.37%
Raleigh	864	42.71%	862	43.50%	842	41.69%	848	34.32%	40.56%
EIGHTH									
Harrison	776	35.44%	776	45.62%	766	50.39%	765	34.77%	41.56%
Cabell	839	36.47%	838	43.79%	825	41.94%	830	33.25%	38.86%
Raleigh	828	38.65%	824	46.24%	812	47.66%	813	38.38%	42.73%
NINTH									
Harrison	925	33.62%	930	41.18%	925	31.35%	917	38.06%	36.05%
Cabell	877	34.21%	876	38.47%	868	30.65%	873	39.18%	35.63%
Raleigh	854	39.23%	853	45.96%	813	29.03%	831	41.28%	38.88%
TENTH									
Harrison	789	42.71%	789	43.73%	789	46.13%			44.19%
Cabell	794	37.66%	793	41.87%	793	45.52%			41.68%
Raleigh	814	37.22%	816	53.80%	799	49.06%			46.69%
ELEVENTH									
Harrison	696	50.72%	698	39.83%	686	37.17%			42.57%
Cabell	731	42.27%	730	41.10%	727	42.23%			41.87%
Raleigh	771	41.37%	769	43.17%	735	35.24%			39.93%

Source: West Virginia Department of Education website, 2011.

7.0 Summary

In summary, HCS had a slightly smaller enrollment than the peer districts, Cabell County Schools and Raleigh County Public Schools. HCS expended more per pupil for instruction than the peer average, and had a slightly larger pupil-to-teacher ratio and a median administrator-to-pupil ratio compared to the peer districts. In addition, HCS had

the lowest enrollment percentages of students with special needs than the peer average. HCS had a smaller budget for instructional expenses than the peer districts. HCS spent more than the peer average for the average salaries of instructional staff; however, HCS had a lower average salary for all combined professional staff. HCS had a higher percentage of classes taught by highly qualified personnel than the peer districts. HCS students were underachieving on standardized tests, with a 48.63 proficiency rate that was only marginally better than the average of the peers, 45.55 percent.