

FINAL REPORT

Education Efficiency Review of Wyoming County Schools, West Virginia



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Submitted by:





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EDUCATION EFFICIENCY REVIEW OF WYOMING COUNTY SCHOOLS, WEST VIRGINIA

FINAL REPORT

MGT thanks the many individuals who contributed to the education efficiency review of Wyoming County Schools (WCS). 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 Frank Blackwell 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 members 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.

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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 Wyoming County Schools (WCS). 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 WCS which were considered of importance in this review included:

- A history of cooperation among school board members and between the superintendent and administrative staff.
- The long-term stability provided by district leadership/administrators.
- The exhibited, high level of pride in the district felt and expressed by the district administrators and board members.
- Strong community support demonstrated by the passage of the local excess tax levy continuously since 1934.
- The relatively stable 10-year enrollment pattern for the district from 2000-10.
- The projections of gradual enrollment decline (about 9%) during the next 10 years.

WCS is the 26th largest district in West Virginia, with just over 4,200 students in 2010-11 in 13 schools. The district also operates one career and technical center that supports both high school and adult learners. The school district encompasses all of Wyoming County.

Review Methodology

Overview

MGT studied the major work processes in WCS 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 WCS 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 WCS 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 WCS 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, 30 percent of the central office administrators, 69 percent of the principals and assistant principals, and 125percent 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 WCS, 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 WCS efficiency and effectiveness review. The WCS overview and peer comparison chapter is located in **Appendix B**.

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

DISTRICT	ENROLLMENT	AMERICAN INDIAN/ ALASKAN NATIVE	ASIAN/ PACIFIC ISLANDER	BLACK	HISPANIC	WHITE	PUPIL/ TEACHER RATIO
Hancock County	4,311	0.05%	0.49%	3.73%	0.60%	94.50%	14.5
Mason County	4,308	0.07%	0.28%	1.25%	0.30%	98.05%	13.9
Nicholas County	4,042	0.00%	0.22%	0.82%	0.35%	98.54%	13.6
Upshur County	3,825	0.08%	0.18%	0.86%	0.65%	98.09%	13.6
Wyoming County	4,161	0.05%	0.07%	1.30%	0.14%	98.39%	13.3
Average	4,129	0.05%	0.25%	1.59%	0.41%	97.51%	13.8

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. Seven team members conducted the onsite visit to WCS during the week of September 13, 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 WCS, and **Appendix B** presents a comparison of WCS with selected peer districts.

Commendations and Recommendations

Overall, MGT made 28 commendations and 86 recommendations as shown in **Exhibit E-2**. Of the 86 recommendations, 13 had an estimated quantifiable fiscal impact (costs or savings), while 73 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 WCS, depending on how the district elects to implement them.

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

DISTRICT	COMMENDATIONS	RECOMMENDATIONS WITH NO FISCAL IMPACT	RECOMMENDATIONS WITH FISCAL IMPACT	TOTAL NUMBER OF RECOMMENDATIONS
Wyoming	28	73	13	86

Fiscal Impact

Implementation of MGT’s recommendations could save WCS in excess of \$3 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
WYOMING COUNTY SCHOOLS
FISCAL IMPACT SUMMARY**

WYOMING COUNTY SCHOOLS	ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)
	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5	
Total Net Savings (Costs)	\$549,394	\$585,974	\$656,854	\$656,854	\$656,854	\$3,105,930

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

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

WYOMING 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. 1-6	Reduce the Number of Scheduled Board Meetings	\$9,900	\$9,900	\$9,900	\$9,900	\$9,900	\$49,500
Rec. 1-15	Through Attrition, Eliminate One Assistant	\$137,565	\$137,565	\$137,565	\$137,565	\$137,565	\$687,825
Rec. 1-19	Eliminate One Assistant Principal Position in Each High School	\$168,178	\$168,178	\$168,178	\$168,178	\$168,178	\$840,890
CHAPTER 1 TOTAL		\$315,643	\$315,643	\$315,643	\$315,643	\$315,643	\$1,578,215
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. 3-7	Contract for Internal Auditor	(\$9,000)	(\$6,000)	(\$3,000)	(\$3,000)	(\$3,000)	(\$24,000)
Rec. 3-14	Create a Position of Purchasing Agent with the Costs Shared with Other RESA 1 Districts	(\$15,000)	(\$15,000)	(\$15,000)	(\$15,000)	(\$15,000)	(\$75,000)
CHAPTER 3 TOTAL		(\$24,000)	(\$21,000)	(\$18,000)	(\$18,000)	(\$18,000)	(\$99,000)

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

WYOMING 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. 4-8	Increase Lunch Prices	\$83,130	\$83,130	\$83,130	\$83,130	\$83,130	\$415,650
Rec. 4-9	Increase Breakfast Participation	\$141,155	\$141,155	\$141,155	\$141,155	\$141,155	\$705,775
Rec. 4-10	Charge Direct Costs	\$132,578	\$132,578	\$132,578	\$132,578	\$132,578	\$662,890
Rec. 4-10	Charge Indirect Costs			\$67,880	\$67,880	\$67,880	\$203,640
CHAPTER 4 TOTAL		\$356,863	\$356,863	\$424,743	\$424,743	\$424,743	\$1,987,955
CHAPTER 5: FACILITY USE AND MANAGEMENT							
Rec. 5-10	Develop Policy Regarding the Use of Individual Appliances in the Schools	\$3,000	\$3,000	\$3,000	\$3,000	\$3,000	\$15,000
CHAPTER 5 TOTAL		\$3,000	\$3,000	\$3,000	\$3,000	\$3,000	\$15,000
WYOMING COUNTY SCHOOLS		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)
		YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5	
CHAPTER 6: TRANSPORTATION							
	No Fiscal Impacts	\$0	\$0	\$0	\$0	\$0	\$0
CHAPTER 6 TOTAL		\$0	\$0	\$0	\$0	\$0	\$0

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

WYOMING 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	Add a Half-Time Position Through RESA 1	(\$26,000)	(\$26,000)	(\$26,000)	(\$26,000)	(\$26,000)	(\$130,000)
CHAPTER 7 TOTAL		(\$26,000)	(\$26,000)	(\$26,000)	(\$26,000)	(\$26,000)	(\$130,000)
CHAPTER 8: EDUCATIONAL SERVICE DELIVERY							
Rec. 8-1	Create a Systematic Process to Monitor and Support Adopted Curriculum and Instructional Practices	(\$15,000)	(\$5,000)	(\$5,000)	(\$5,000)	(\$5,000)	(\$35,000)
Rec. 8-5	Reassign Assessment and Reduce the Additional Hours and Stipend Provided to the School-to-Work Facilitator	\$0	\$23,580	\$23,580	\$23,580	\$23,580	\$94,320
Rec. 8-7	Add 1.0 FTE Counselor and Focus Support for Middle and High School Students	(\$61,112)	(\$61,112)	(\$61,112)	(\$61,112)	(\$61,112)	(\$305,560)
CHAPTER 8 TOTAL		(\$76,112)	(\$42,532)	(\$42,532)	(\$42,532)	(\$42,532)	(\$246,240)
WYOMING COUNTY SCHOOLS		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)
		YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5	
TOTAL NET SAVINGS (COSTS)		\$549,394	\$585,974	\$656,854	\$656,854	\$656,854	\$3,105,930

1.0 DISTRICT ADMINISTRATION

1.0 DISTRICT ADMINISTRATION

This chapter presents the findings, commendations, and recommendations for the overall board of education and administrative functions/organization of Wyoming County Schools (WCS).

The sections of the chapter include:

- 1.1 Board of Education Governance
- 1.2 Policies and Procedures
- 1.3 Legal Services
- 1.4 School District Organization, Leadership, and Decision-Making
- 1.5 Planning and Accountability
- 1.6 Public Information and Communications
- 1.7 School Administration, Salaries, and Staffing

OVERVIEW

Wyoming County, West Virginia, located in the southeast corner of the state, was established in 1850. The county is named for the Delaware Indian word meaning “large plains.” Six other West Virginia counties border Wyoming County: Boone, Raleigh, Logan, Mercer, McDowell, and Mingo. The county seat is Pineville.

WCS is the 26th largest district in West Virginia, with just over 4,200 students in 2010-11. The school district encompasses all of Wyoming County.

WCS is governed by a five-member board of education. The district has three elementary schools to provide instruction for students in grades kindergarten through 4; five schools that provide instruction for students in grades kindergarten through 8; three middle schools to serve students in grades 5 through 8; and two high schools to serve students in grades 9 through 12. The district also operates one career and technical center that supports both high school and adult learners. The district is a member of Regional Educational Service Agency (RESA) 1, located in Beckley.

Conditions in WCS of importance to this review include:

- A history of cooperation among school board members and between the superintendent and administrative staff.
- The long-term stability provided by district leadership/administrators.
- The exhibited, high level of pride in the district felt and expressed by the district administrators and board members.
- Strong community support demonstrated by the passage of the local excess tax levy continuously since 1934.
- The relatively stable 10-year enrollment pattern for the district from 2000-10.

- The projections of gradual enrollment decline (about 9%) during the next 10 years.

CHAPTER SUMMARY

In preparing this chapter, MGT of America, Inc., reviewed extensive documents provided by the district, and interviewed school board members and key administrators. Additionally, data were collected through the West Virginia Department of Education website, the WCS website, the West Virginia State Auditor's website, and the West Virginia State Statutes.

The following commendations are included in the chapter:

- Commendation 1-A** The high levels of pride, commitment, cooperation, and experience of the board have provided stability and continuity to the district.
- Commendation 1-B** The long-term stability and leadership of district administrators have supported district success.
- Commendation 1-C** The WCS has a five-year strategic plan that is well defined, detailed, and articulated for all aspects of the educational program.
- Commendation 1-D** WCS has an automated system that contacts all parents in a matter of minutes in case of emergencies, school closures, attendance, school functions and schedules, etc., known as the School Messenger System

The following recommendations are included in the chapter:

- Recommendation 1-1** Provide all personnel recommendations to Board of Education (BOE) members in advance of meetings.
- Recommendation 1-2** Schedule at least one board planning retreat per year.
- Recommendation 1-3** Add a regular, scheduled, recognition component to the board meetings to recognize staff, students, community contributions, or program achievements.
- Recommendation 1-4** The BOE should post the official copy of the upcoming board meeting agendas in advance of the meeting date on the WCS website.
- Recommendation 1-5** The BOE should routinely post the official copy of the board minutes on the WCS website.
- Recommendation 1-6** Reduce the number of scheduled board meetings from three (36 meetings annually) to two per month (24 meetings annually).
- Recommendation 1-7** Schedule one monthly board meeting at the school sites on a rotational basis.
- Recommendation 1-8** Maintain a record of the board meetings by using an

- electronic recording device.
- Recommendation 1-9** Collaborate with the local cable company to use the community channel to have the board meetings recorded and broadcast to the community.
- Recommendation 1-10** Establish a schedule for updating/revising the board policy manual.
- Recommendation 1-11** Adopt the board policy manual at the reorganization meeting held every two years for the election of officers.
- Recommendation 1-12** The board should post the policy manual on the district website.
- Recommendation 1-13** Create a formalized succession plan to ensure continuity of leadership and administration in event of retirements, resignations, or long-term absences of central office administrators.
- Recommendation 1-14** Schedule at least one retreat per year, utilizing an external facilitator, for the purposes of team building, organizational leadership, and development for administrators/principals.
- Recommendation 1-15** Through attrition, eliminate one assistant superintendent position and consolidate the responsibilities.
- Recommendation 1-16** Realign the administrative organizational structure.
- Recommendation 1-17** Conduct a study of administrators' salaries to ensure those salaries are commensurate with responsibilities.
- Recommendation 1-18** Conduct a cost/benefit analysis of the annual printing of the Back-to-School publication.
- Recommendation 1-19** Eliminate one assistant principal position in each high school.

1.1 Board of Education Governance

The West Virginia Code, 18-5-1 et. seq., creates the authority of the Wyoming County Board of Education (BOE) as a corporation. It establishes five members to be nominated and elected by the voters for four-year terms. The BOE is responsible for the supervision and control of the school board, and to control and manage all of the public schools and school interests in the county.

Each member of the BOE is selected to a four-year term. The terms are staggered with two current seats beginning in July 2008 and expiring in June 2012, and the remaining three seats beginning in July 2010 and expiring in June 2014. The BOE has two officers, the president and vice president, whose terms expire in 2014. The BOE members have had lengthy tenures, representing an approximate total of 51 years of service. BOE members receive a stipend for each board meeting attended.

FINDING

The length of service and the experience of the BOE members provide stability and continuity to WCS. Board members are respected in the community and the district has benefitted from this public perception.

WCS has successfully passed all excess bond levies since 1934. All members have held the position of board chair at one time during their tenures. **Exhibit 1-1** provides an overview of the WCS BOE members and years of service.

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

TITLE	YEARS SERVED	TERM EXPIRES
President	5	06/30/14
Vice-President	20	06/30/14
Member	7	06/30/12
Member	12yrs 7mos	06/30/12
Member	6yrs 7mos	06/30/14

Source: WCS Office of the Superintendent, 2011.

COMMENDATION 1-A:

The high levels of pride, commitment, cooperation, and experience of the board have provided stability and continuity to the district.

FINDING

A review of BOE agendas for the past several months indicates that they are organized, and that reports provide adequate levels of information supporting recommendations, which can be readily understood and followed by board members, staff, and stakeholders in the district. BOE members expressed satisfaction with the amount of detail on the agendas in support of each item. BOE members are provided computers to use during meetings. Agendas and backup information are sent electronically several days in advance of a meeting. Board members expressed that they have adequate time to review the items prior to board meetings. The only exception to this is when there is a personnel recommendation to be voted on, the name of the nominee is withheld until the meeting.

This variance in procedures for advance notice of personnel appointments makes it difficult for members to exercise their responsibilities. BOE members who do not receive timely and appropriate information often begin to seek information from other or inappropriate sources or begin to take on management functions which rightly belong to the administration.

Effective districts have procedures for providing information to the BOE in a timely and appropriate manner. Such districts also have expectations about open communications

that occur between the superintendent and the BOE, should there be instances when such adopted procedures were not followed either through oversight or through exigencies.

RECOMMENDATION 1-1:

Provide all personnel recommendations to Board of Education (BOE) members in advance of meetings.

FISCAL IMPACT

This recommendation can be implemented at no additional cost and with existing staff.

FINDING

The BOE does not conduct any planning retreats.

All board meetings are planned for the purpose of conducting WCS business and for taking action. Interviews conducted by consultants with BOE members revealed that they felt they had little or no opportunity for open discussion and review of short- and long-range plans. Highly effective districts with well-functioning boards, like WCS, benefit from opportunities to monitor and review activities before making long-term plans.

RECOMMENDATION 1-2:

Schedule at least one board planning retreat per year.

High performing and effective boards often hold at least one and up to quarterly, half-day or full-day retreats, sometimes utilizing an external facilitator and/or expert consultants, in order to explore long-term issues and challenges that the district faces, strategically position the district for the future, and to gauge the performance of the school district.

FISCAL IMPACT

The cost of a facilitator and external consultants to guide the BOE can be slight and, often, facilitators from state associations, the community, the regional center, colleges, and universities can offer their services on a pro bono basis. Alternatively, the BOE may consider conducting a planning retreat using only internal staff at no additional cost.

FINDING

The BOE agendas/meetings do not contain any recognition components.

A review of agendas and interviews with board members and staff confirm that there are no regularly scheduled/planned recognition events celebrating the accomplishments of students or staff or recognizing community support. Highly effective boards routinely recognize their staff, students, or community members at a public board meeting as part of their regular agendas. For example, the BOE could consider establishing a regular

series of staff and student recognition programs to heighten the awareness of staff and the community of outstanding service, length of service to WCS, and other achievements. Such public acknowledgment, even offering a certificate, a photograph, etc., to an employee or student, or even to community members who have made special contributions to the district, raises the level of morale and is an effective way to raise the level of esteem that stakeholders hold of the BOE members and WCS.

RECOMMENDATION 1-3:

Add a regular, scheduled, recognition component to the board meetings to recognize staff, students, community contributions, or program achievements.

Highly effective and well-functioning boards establish a regular series of staff, student, and community recognition programs at the beginning of their board meetings. This ceremony heightens the awareness of the staff and community of outstanding service, length of service, and accomplishments or contributions.

FISCAL IMPACT

This recommendation can be implemented with little or no additional cost and can be implemented with existing staff.

FINDING

The BOE meeting agendas are not posted to the WCS website.

The BOE advertises its meetings in the local newspapers, but adding such information to the website appeals to many stakeholders who rely on their computer for news rather than a newspaper. Most effective boards routinely have such information about the board meetings posted on their websites. Having such information available may increase public awareness of the work of the district.

RECOMMENDATION 1-4:

The BOE should post the official copy of the upcoming board meeting agendas in advance of the meeting date on the WCS website.

Making meeting agendas available to the public through electronic communication has become standard operating procedure for public entities. It also meets the board's goal of providing timely and important information and being transparent in its work.

FISCAL IMPACT

This recommendation can be implemented at no additional cost and can be implemented with existing staff.

FINDING

The board meeting minutes are not posted on the district's website.

The BOE does not have a link on its website where the minutes of past meetings can be accessed. Adding such information to the website appeals to many stakeholders who rely on their computer for news rather than a newspaper. Having such information available may increase public awareness of the work of WCS.

RECOMMENDATION 1-5:

The BOE should routinely post the official copy of the board minutes on the WCS website.

Most effective boards routinely have such information posted on their websites for ease of access by stakeholders.

FISCAL IMPACT

This recommendation can be implemented at no additional cost and with existing staff.

FINDING

The BOE's frequent schedule of three meetings per month (36 meetings per year) places a heavy preparation burden on district administration, increases the costs of board stipends, and increases the time commitments for preparation and attendance of board members and administrators.

The entire administrative team typically attends all board meetings, regardless of the agenda or anticipated participation in the meeting. This frequent schedule is inconsistent with most school districts nationally that conduct their business with one to two meetings per month. Prior to 2003, the WCS BOE had scheduled one to two meetings per month. According to board member interviews, when the third meeting was added in 2003, it was intended to focus on board policy development. That original intention has evolved into the current three meeting schedule with all meetings held for the purposes of conducting routine business. According to interviewees, the third meeting a month allows for shorter meetings.

BOE members are paid a stipend of \$165 for their attendance at each meeting.

RECOMMENDATION 1-6:

Reduce the number of scheduled board meetings from three (36 meetings annually) to two per month (24 meetings annually).

FISCAL IMPACT

The administrator and staff time and effort currently used to prepare for and attend three board meetings per month can be used more productively for the administration of the district.

Given the variety of tasks that might be required to prepare for any single board meeting, it is difficult to calculate the amount of time/hours of staff needed to prepare for and attend the meetings.

The cost savings shown are based on the cost of stipends paid to each board member per meeting.

The one year savings shown are \$9,900 (5 board members x 12 meetings x \$165/meeting stipend = \$9,900). The estimated savings over five years would be \$49,500 (\$9,900 x 5 years= \$49,500).

RECOMMENDATION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Reduce the Number of Scheduled Board Meetings	\$9,900	\$9,900	\$9,900	\$9,900	\$9,900

FINDING

No board meetings are held at school sites throughout the county and stakeholders infrequently attend the meetings.

The agenda and minutes for the BOE meetings indicate that regular business meetings are held three times per month/36 meetings per year. Two of the meetings are scheduled in the evening beginning at 6 PM, and are held at the Career and Technical Center located in Pineville. The third meeting is scheduled at 10 AM, and is held in the board conference room in Pineville.

Many districts, especially the large, rural, and geographically sprawling districts, hold board meetings at school sites to support board awareness of conditions, issues, or activities at the schools. Scheduling meetings at the schools also provides easier access to the board from neighborhoods or communities that are geographically remote or feel disconnected to the location where meetings are typically held.

RECOMMENDATION 1-7:

Schedule one monthly board meeting at the school sites on a rotational basis.

Implementation of this recommendation will allow better access to board meetings for their stakeholders, foster better communications with stakeholders, and provide an opportunity for a focused presentation/review by the host school. This meeting could also be used for the ceremonial or recognition activities described in **Recommendation 1-3**.

FISCAL IMPACT

This recommendation can be implemented at no additional cost and with existing staff.

FINDING

The process used to gather board meeting minutes is not a typical or standard practice used in most districts, is labor intensive, and does not produce a complete recording of the discussion and content of the meeting.

Consultants conducted a review of board minutes for meetings held between May and September 2011 in order to understand the actions of the board. An assistant superintendent manually takes notes of board actions at the board meetings. In turn, he dictates his notes to a secretary who records them for superintendent review and board approval. This method is an inefficient use of time by the assistant superintendent as well as the secretary. This process is inefficient, labor intensive and brings into question the appropriate use of high-level administrator's time.

The minutes reviewed were reflective of the agendas, reflected actions taken by the board, were prepared in a timely fashion, and were signed appropriately by the board secretary and president. The superintendent's executive secretary maintains the minutes and agendas in the superintendent's office.

Most school districts have implemented a process where the meetings are recorded using an electronic device to ensure a complete record of the events. In some districts, a secretary attends the meeting and takes the minutes. In others the secretary later uses the recording, along with the agenda, to prepare board minutes.

RECOMMENDATION 1-8:

Maintain a record of the board meetings by using an electronic recording device.

The minutes should be archived as an electronic file (tape) as a complete record of the board meeting. In addition, the assistant superintendent should be relieved of note taking at board meetings.

FISCAL IMPACT

The implementation of this recommendation should not cost the district any additional money. If a recording device is not available in the district, one can be purchased for a minimal amount. The amount of time this will save the staff should cover any cost to the district.

FINDING

The board does not broadcast its board meetings to the community or make use of the community cable television channel.

Keeping the public informed has become a staple in most school districts, either using live broadcasts or taped re-broadcasts. This practice is especially important in large and rural districts where the geographic distances between communities can impact participation in community meetings. Martin County and Sarasota County (FL) and the rural district of Beaufort County (SC) make use of televised board meetings to inform their communities.

RECOMMENDATION 1-9:

Collaborate with the local cable company to use the community channel to have the board meetings recorded and broadcast to the community.

Implementing this recommendation would foster better access for stakeholders to board activities and to heighten the awareness of staff and the community of outstanding services and the achievements of staff and students.

FISCAL IMPACT

Cable providers are obligated to provide a local, community access channel. The only cost may be the setup and recording of each meeting.

1.2 Policies and Procedures

Policy and administrative regulation constitute 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.

Policies and procedures help ensure that employees are aware of the organization's goals and objectives, how the regulations are to be followed, as well as who is responsible for specific tasks.

The official copy of the policy manual is located in the superintendent's office. There are also copies in each school and in the office of all central office administrators.

West Virginia has strong authority over school districts in the state by means of promulgating policies, handbooks, manuals, and regulations. WCS closely adheres to the state's published policies, regulations, and manuals. Many of these state manuals and policies are included in the district policy manual. As a result, the WCS policy manual is voluminous.

FINDING

Many of the board policies are out of date, and the board does not have a schedule for updating or revising the policy manual.

As shown in **Exhibit 1-2**, the policy manual is divided into seven sections, including the typical areas of school district operation. Each section contains separate policy codes.

**EXHIBIT 1-2
WYOMING COUNTY SCHOOLS
BOARD OF EDUCATION
POLICY MANUAL TABLE OF CONTENTS**

SERIES	SECTION TITLES	POLICY CODES
1000	School District Organization & Administration	1010-1940
2000	Finance	2001 - 2200
3000	Personnel	3010 - 3810
4000	Instruction	4020 - 4910
5000	Students	5005 - 5231
6000	School/Community	6100 - 6212
7000	Support Services	7101-7502

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

Exhibit 1-3 provides a summary of the status of each section of the policy manual. The data provided show the following:

- The number of outdated policies, defined as those policies that have not been reviewed since 2007.
- The number of missing policies, defined as those that are listed in the table of contents, but not found in the policy manual.
- The number of undated policies, defined as those that do not show an official date of adoption or review.

**EXHIBIT 1-3
WYOMING COUNTY SCHOOLS
BOARD OF EDUCATION
SUMMARY POLICY REVIEW STATUS**

SERIES	SECTION TITLE	NUMBER OF OUTDATED POLICIES	NUMBER OF MISSING POLICIES	NUMBER OF UN- DATED POLICIES
1000	School District Organization & Operation	8	3	1
2000	Finance	7	0	0
3000	Personnel	24	0	0
4000	Instruction	18	0	2
5000	Students	20	0	2
6000	School/Community	3	0	3
7000	Support Services	7	0	0
Totals		87	3	8

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

There are three policies that are listed in the table of contents but are missing from the manual. There are eight policies that are undated. There are 87 policies whose dates range from 1971 to 2007.

The board does not have a schedule for updating/revising its policy manual, although administrators periodically bring updates for board consideration. Failing to periodically review and update policies means that the policies may not be aligned with changes in state or federal laws and local policies/regulations/practices, grant requirements, or recommended best practices.

RECOMMENDATION 1-10:

Establish a schedule for updating/revising the board policy manual.

The board should ensure that a cycle and schedule is established for updating/revising board policies and for creating policies where they are missing.

FISCAL IMPACT

This recommendation can be implemented at no additional cost and with existing staff.

FINDING

There is no record of a formal adoption of the policy manual by the BOE, except for the dates noting adoption of individual policies.

As described earlier, board policies provide information about the philosophy and position of the board and proscribe the manner in which work should be done. Formal adoption of the policy manual is especially important so that the reorganized board, including new board members, formally acknowledges the adoption of the policies that this newly-constituted BOE expects the district/staff to abide by in conducting daily operations. Most effective boards routinely adopt the policy manual at their re-organization meeting. This is typically concurrent with the swearing in of new board members and the election of officers, among other reorganization actions, including noting the newspaper(s) of record and the appointment of its legal counsel.

RECOMMENDATION 1-11:

Adopt the board policy manual at the reorganization meeting held every two years for the election of officers.

The board should routinely take action to approve the policy manual at the annual meeting for the election of officers.

FISCAL IMPACT

This recommendation can be implemented at no additional cost and with existing staff.

FINDING

The board policies are not available on the district website and there is no easy public access to the district's policies.

The official copy of the WCS policy manual is located in the superintendent's office. Copies are available in each school and in the offices of central office administrators. The board has a stated goal of being open to the community and being transparent in their activities. The policy manual provides the legal background for decisions or the process by which actions should be taken. By posting the policy manual on the district website, district employees can effectively access important information about their employment and be aware of the rules and regulations that govern their work. Additionally, community members can be aware of the issues that may impact them as businesses or as individuals.

Most school districts recognize the value of having policies and procedures available online as a support to their employees and as information for the public.

RECOMMENDATION 1-12:

The board should post the policy manual on the district website.

The district website should be the "go-to" place for all district information, including the policy manual. All updates and revisions should be posted once approved by the BOE. The district's website should be expanded to include such information and provide easy public access to this important document.

FISCAL IMPACT

This recommendation can be implemented at no cost with existing staff.

1.3 Legal Services

Costs for legal services for school districts can be quite expensive and have shown increases in the past decade. In many instances, school districts pay large amounts due to legal advice and litigation over special education, student matters, personnel issues and grievances.

WCS contracts for legal services from the law firm of Bowles, Rice, McDavid, Graff, and Love, LLP of Charleston (WV), a full-service general counsel.

WCS records indicate that it spent \$ 40,478.20 in 2009-10 and \$31,528.25 in 2010-11 on legal expenses (object code 541). The annual costs for legal fees billed by the law firm are reasonable and consistent from year-to-year.

The legal costs for the WCS, in comparison to its size and budget, are conservative. WCS also has the lowest number of grievances for the last three years of all mid-size counties and the fifth lowest of all 55 counties.

1.4 District Organization, Leadership, and Decision-Making

The organizational structure and management of a school system are key factors in determining the ability/capacity to meet board goals and expectations and to operate in an effective and efficient manner.

Important developments in organizational design have tried to support the interdependent nature of people and functions in district departments and to improve horizontal and vertical reporting relationships. The trend in recent years is for fewer layers of management and reporting. Additionally, many school systems organize units or jobs by function, bringing together staff whose jobs require the same knowledge, skills, and resources, in order for them to work more efficiently and to promote the development of greater expertise. An effective organizational structure should ultimately be one that is dynamic and that supports the system’s mission and strategic plan. The more the culture of the organization limits its flexibility, the less likely the organization will be to meet client requirements and experience success.

Highly effective organizations depict clear lines of authority so that employees know to whom they are responsible and who does the evaluations.

The superintendent provides leadership for the district with input from a cabinet team, which includes the business manager/treasurer, assistant superintendent for elementary/middle schools, assistant superintendent for secondary schools, administrator for curriculum and instruction, director of special education, director of Title I, director of maintenance, director of food services, and director of transportation.

FINDING

The WCS Superintendent has tenure of 30 years in the position and previously served as assistant superintendent for three years and as a principal for nine years, all in Wyoming County. While serving as a principal, the superintendent also served as a delegate to the West Virginia legislature.

As shown in **Exhibit 1-4**, most of the central office administrative group has significant longevity in the district. Like the superintendent, some have spent their entire career in the district, working in various roles.

**EXHIBIT 1-4
WYOMING COUNTY SCHOOLS
ADMINISTRATIVE SENIORITY STATUS**

TITLE	NUMBER OF YEARS IN WCS
Superintendent	42
Assistant Superintendent – ES/MS	45
Assistant Superintendent - Secondary	28
Administrator for Curriculum	42
Special Education Director	41
Title I Director	35

Source: WCS data, compiled by MGT.

MGT staff interviewed all central office administrators. Each person expressed support for the district and fellow administrators. Each also expressed significant commitment to the staff and students. It is unusual to hear such a high degree of passion and positive energy shared by all interviewees.

COMMENDATION 1-B:

The long-term stability and leadership of district administrators have supported district success.

FINDING

The WCS is lacking in a formalized, succession plan that makes clear the roles and relationships on both a daily basis and in event of a contingency plan.

There is no official record or policy that defines one person who is responsible should the superintendent be unavailable.

Highly effective organizations plan for contingencies in the event of retirements, resignations, and long-term absences. Succession plans may imply a line of succession, but more importantly, the plans provide an insurance factor that core business of an organization is unimpeded in times of transition. Effective organizations seek to assure continuity by means of cross-training staff and assuring that job descriptions are functional, detailed, and updated regularly.

RECOMMENDATION 1-13:

Create a formalized succession plan to ensure continuity of leadership and administration in event of retirements, resignations, or long-term absences of central office administrators.

WCS should develop a formal plan for cross-training of current staff to assist with succession planning. The term “succession planning,” as used in this report, does not in any way imply or connote identification of anyone by name or title to be in line for a position. This term is used as a means of expressing short-term planning to assure that someone can assume responsibilities for critical job functions in the event of an emergency or transition due to a retirement or resignation. In addition, the district should update all job descriptions of central office administrators to add specificity of functions for each position to assist with the succession planning.

FISCAL IMPACT

This recommendation can be implemented at no additional cost and with existing staff.

FINDING

WCS does not adequately involve the school-based administrators in long-range planning or provide adequate time for them to help shape or understand priorities and grow professionally.

Effective leaders plan for scheduled and thoughtful ongoing professional development of their administrative staff in order to enhance their knowledge base, personal and professional growth and development, as well as overall organizational growth, evolution and development.

WCS holds regular meetings for administrators and principals. Consultants reviewed the agendas for these meetings and identified that they are primarily informational. There appeared to have been less attention given to professional readiness, development, and growth of the administrators.

In addition to the state culture, all school districts have an ethos or district culture that is a reflection of the community, the style and personality of the superintendent, the prevailing community attitudes and values, and the influence of long-established practices and influential people. Information gained during the onsite review included comments about the central administration as the driving force behind decisions. There was little information provided regarding how staff, including site-based administrators, has a regular, planned role. Decision-making by the central office appears to be without input from other areas in the district. A key task for the superintendent is to build upon the existing cohesion of the central office administrators and extend that cohesion to the principals and other staff so that decisions are still made in a timely and appropriate manner, but there are planned opportunities for open expression, discussion, and input.

Effective districts have an administrative culture that includes appropriate constituency groups, including school-based administrators, as part of the “team” and clearly defined decision-making practices that identify how site administrators are involved in developing recommendations or providing input or reaction.

RECOMMENDATION 1-14:

Schedule at least one retreat per year, utilizing an external facilitator, for the purposes of team building, organizational leadership, and development for administrators/principals.

FISCAL IMPACT

The district could conduct a planning retreat using only internal staff at no additional cost. Should an outside facilitator or consultant be desired to guide the administrators through professional development and organizational leadership training, costs are unknown, but could be relatively inexpensive. Facilitators are often available from state associations, the local community, corporations, or universities on a pro bono basis.

FINDING

The span of control and reporting ratios among the top administrators are inconsistent and uneven.

WCS has two assistant superintendents; the peer districts each have one. The span of control and line of authority is very narrow for the superintendent as well as the assistant superintendent for secondary schools, whereas the assistant superintendent for elementary/ middle schools has more direct reports, due to the number of schools/principals supervised. Neither the size of the district nor its budget necessitate this number of assistant superintendent level positions.

Consultants reviewed the district organization charts found in peer districts. These districts were identified as being relatively similar in student enrollment to WCS. The 2010-11 enrollment and superintendent's supervisory scope is reported for each district.

Hancock County Schools. Enrollment: 4,308. The superintendent reports to the board of education. According to the Hancock County School's website, the superintendent oversees seven departments: special education, curriculum and instruction, attendance, food service, technology, operations/maintenance, and Title I.

Mason County Schools. Enrollment: 4,351. The superintendent reports to the board of education. The superintendent oversees 16 departments: adult education, attendance, child nutrition, curriculum and instruction, federal programs, finance, health services, maintenance, personnel, safe and drug-free schools, special education, student services and assessment, technology and information systems, Title I, and transportation.

Nicholas County Schools. Enrollment: 4,076. The superintendent reports to the board of education. According to the Nicholas County School's website, the superintendent oversees 10 departments: maintenance, food service, technology, curriculum and instruction, special education, attendance, transportation, federal programs, early childhood, and personnel.

Upshur County Schools. Enrollment: 3,867. The superintendent reports to the board of education. The superintendent oversees eight (8) departments: attendance, business, child nutrition, curriculum and instruction, special education, technology, Title I, and transportation.

Exhibit 1-5 shows the number of professional personnel employed by WCS and the peer districts for the 2009-10 school year.

**EXHIBIT 1-5
WYOMING COUNTY SCHOOLS AND PEER DISTRICTS
PROFESSIONAL PERSONNEL
2009-10**

DISTRICT	SUPERINTENDENT	ASSISTANT/ ASSOCIATE SUPERINTENDENT	PRINCIPAL	ASSISTANT PRINCIPAL	CURRICULUM SPECIALIST	REMEDIAL SPECIALIST
Wyoming County	1	2	14	4	1	0
Hancock County	1	1	9	9	0	6
Mason County	1	1	9.5	9	0	0
Nicholas County	1	1	12.5	3	0	2
Upshur County	1	1	11	3.5	1	2
Peer Average	1	N/A	11	5.7	N/A	N/A

Source: West Virginia Education Information System, 2011.
N/A = Not applicable.

School districts comparable in size to WCS have streamlined their central office staffing based on the need to find administrative efficiencies and to enhance effectiveness. Nationally, the average span of control for the supervision of principals is 1:15-19 on the elementary level and 1:12-14 at the secondary level. The enrollment of WCS does not support having two assistant superintendent positions.

In an effort to monitor and manage costs and maintain the emphasis on instruction, WCS has actively reviewed and prioritized administrative activities and positions when vacancies have occurred. For example, WCS eliminated the position of director of assessment and guidance when the person holding that position retired in June 2011. However, even with this reduction, WCS has nearly the lowest administrator to student ratio, compared to the peer districts, and the ratio is lower than the average of all districts.

Exhibit 1-6 shows administrator to student ratios in 2008-09, the last year for which data were available. As shown, WCS has the second lowest student to administrator ratio with 142.8 students to one administrator, compared to the peer average of 150.5 students to one administrator. This means that there are more administrators compared to students in WCS than in the peer districts, with the exception of Nicholas County.

**EXHIBIT 1-6
WYOMING COUNTY SCHOOLS AND PEER DISTRICTS
ADMINISTRATOR TO STUDENT RATIO
2008-09**

DISTRICT	ADMINISTRATOR RATIO
Wyoming County	142.8
Hancock County	153.8
Mason County	159.9
Nicholas County	115.9
Upshur County	180.3
Peer Average	150.5

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.

High functioning organizations frequently have many informal working relationships that enable teamwork. However, the official organizational charts in these effective organizations show clear lines of responsibility, reporting, and role. In addition, such organizations review administrative roles and responsibilities when vacancies occur to ensure that they are operating in effective and efficient ways.

RECOMMENDATION 1-15:

Through attrition, eliminate one assistant superintendent position and consolidate the responsibilities.

In the recommended structure, all schools/principals would report to a single assistant superintendent. The ratio of one assistant superintendent to 14 schools would be within the nationally-recognized ratios for supervision purposes. In addition, factors like the small enrollments of the schools and the relatively light state requirements for evaluation of teachers who have continuing contracts do not necessitate the frequent presence of an assistant superintendent in a school for evaluation purposes.

FISCAL IMPACT

The reduction of one assistant superintendent position through attrition provides an annual savings of \$137,565 (salary \$105,591.00 + benefits of \$31,974 = \$137,565). The total savings over five-years would be dependent upon the date the position becomes vacant.

RECOMMENDATION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Through Attrition, Eliminate One Assistant Superintendent Position	\$137,565	\$137,565	\$137,565	\$137,565	\$137,565

FINDING

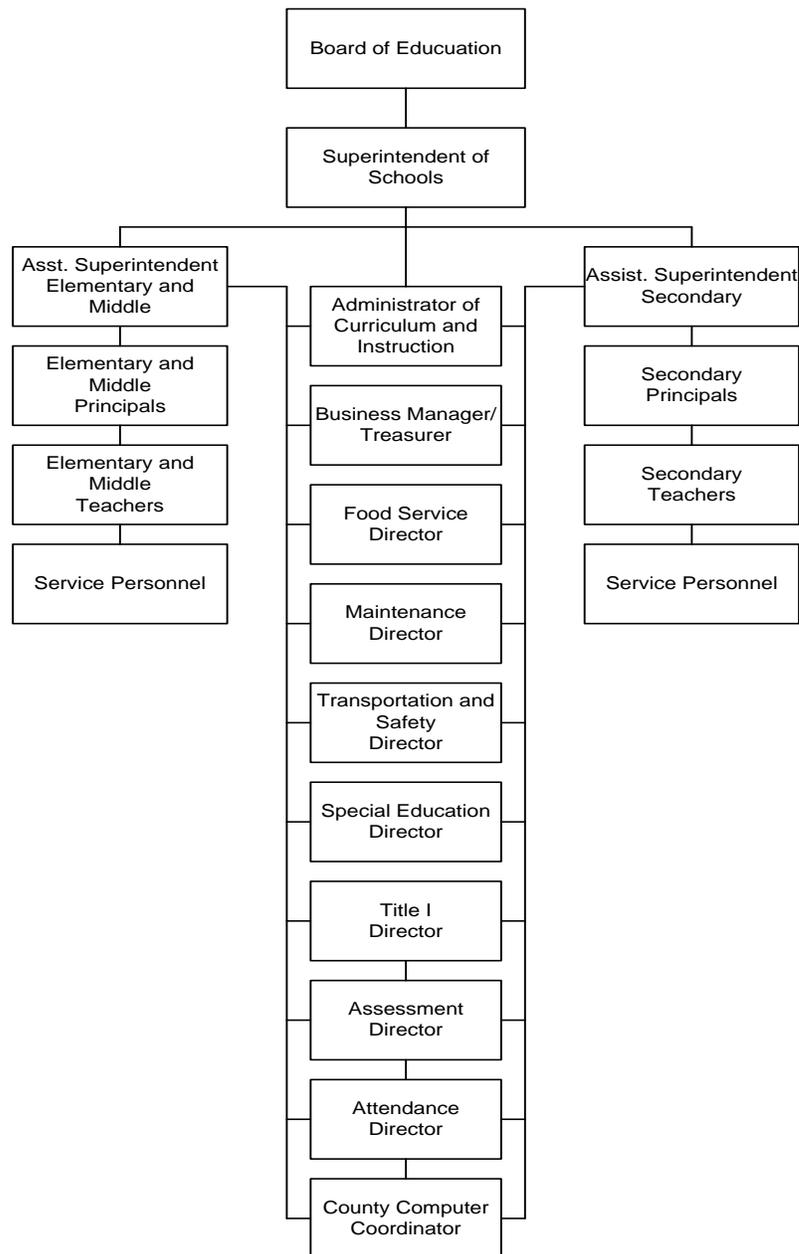
The organization chart provided by the district shows the horizontal working connections, but does not reflect the actual reporting relationships in the district.

The onsite team reviewed the WCS organizational structure and interviewed administrative staff. Based on this review, it was determined that there is a need to realign the structure to be both more efficient and more effective. In addition, the organizational chart needs to accurately reflect the formal reporting relationships.

Due to the size of WCS, the longevity of many administrators, and the intimate working conditions, there is regular formal and informal interaction and coordination among the directors and coordinators with the two assistant superintendents, as well as with the superintendent. Consultants conducted interviews of all staff and reviewed the organizational reporting and evaluation relationships within the district.

The formal supervision and evaluation of directors and coordinators is assigned to the two assistant superintendents and the superintendent. The supervision and evaluation of principals is based on grade level and assigned to the assistant superintendents. The current organizational chart provided for the onsite visit is shown in **Exhibit 1-7**. It reflects the interactive horizontal and vertical relationships among administrators, but does not accurately reflect actual reporting lines.

**EXHIBIT 1-7
WYOMING COUNTY SCHOOLS
ORGANIZATIONAL CHART
2011-12**



Source: WCS, Office of the Superintendent, 2011.

The exhibit shows:

- Two positions that are direct line reports to the superintendent: the assistant superintendent for elementary and middle schools and the assistant superintendent for secondary schools.
- All central office administrators, including the administrator for curriculum and instruction, the business manager/treasurer and directors of maintenance and transportation/safety, etc., are attached to the superintendent and the two assistant superintendents.
- The business manager/treasurer, who has a fiduciary role of treasurer to the board, is not depicted as having any relationship to the board on the organizational chart.
- The school principals report to and are evaluated by the assistant superintendents.
 - The assistant superintendent for elementary and middle schools has eleven schools: five schools with grades k-8; three schools with grades k-4; and three middle schools with grades 5-8.
 - The assistant superintendent for secondary schools has three schools: two high schools and the career and technical school.
- There are seven directors and one coordinator listed on the chart. These positions appear to report to the superintendent and the two assistant superintendents.
 - The position of director of assessment is shown on the chart, but has been eliminated for 2011-12, and the responsibilities have been added to both the school-to-work facilitator and the Title I director.
 - The directors of food service, attendance, Title I, and special education and the computer coordinator are shown reporting to the superintendent and both assistant superintendents.
 - The directors of food service, attendance, and special education, and the computer coordinator, actually are evaluated by the assistant superintendent for secondary schools.
 - The director of Title I is actually evaluated by the assistant superintendent for elementary/middle schools.

RECOMMENDATION 1-16:

Realign the administrative organizational structure.

There are two options offered. The essential difference between the two is the placement of the directors for transportation, food service, maintenance, and attendance

for reporting/coordinating purposes. Option 1 has these staff reporting to the superintendent. Option 2 has these staff reporting to the assistant superintendent since they provide direct support to the schools.

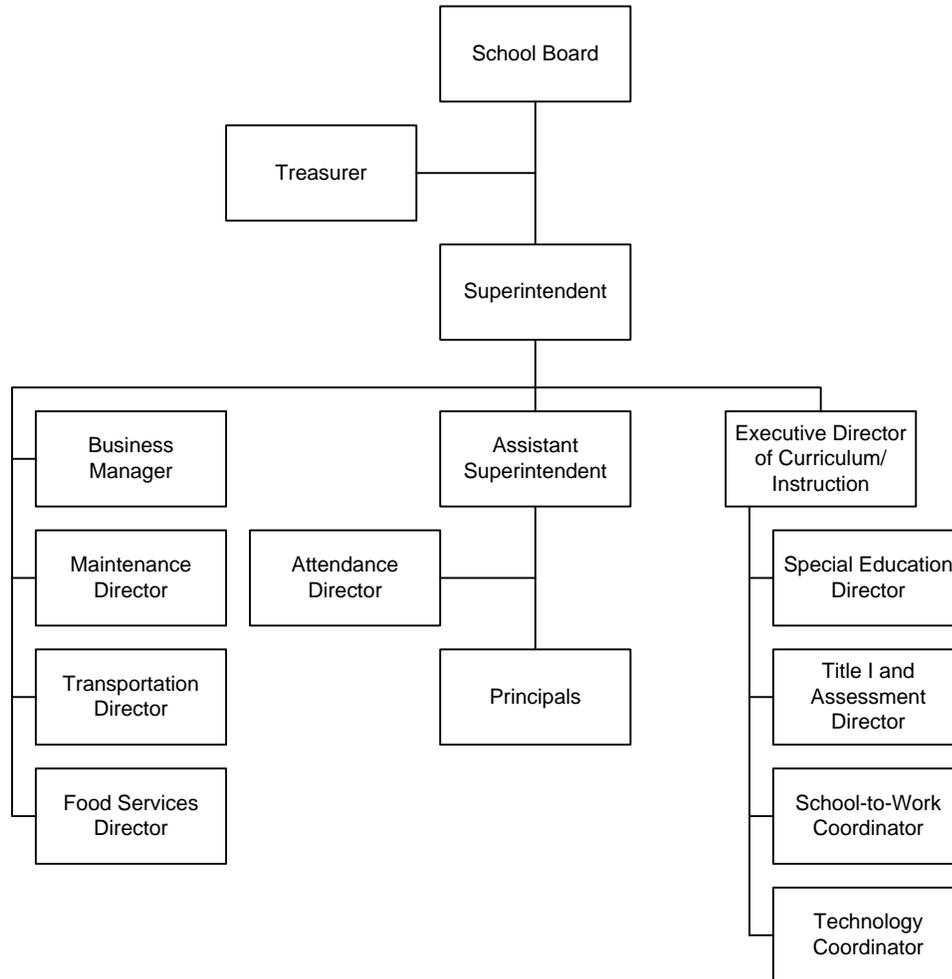
The overall positive effects of either of the proposed realignment options are clear lines of reporting, differentiation of staff and line positions, the assignment of principals to one assistant superintendent, and the grouping of all instructional support functions under the re-titled executive director for curriculum and instruction.

Option 1

Exhibit 1-8 shows the organizational structure for this option.

- Structure the business manager/treasurer as a direct report to the superintendent and indirect report (as treasurer) to the board of education.
- Change the title from administrator for curriculum and instruction to executive director of curriculum and instruction. This title would be more appropriate as a supervisor of other directors.
 - Structure the executive director for curriculum and instruction as a direct report to the superintendent.
 - Consolidate staff with educational program responsibility (Title I director, school to work facilitator, special education director, and technology coordinator) to fall within the supervisory purview and coordination of the executive director of curriculum and instruction.
 - Represent the school to work facilitator on the organization chart.
- Structure the directors of transportation, food services, and maintenance/safety as direct reports to the superintendent.
- Assign the director of attendance as a direct report to the assistant superintendent so as to work closely with the principals/schools.
- Assign the responsibility for all human resources/personnel functions to the assistant superintendent.

**EXHIBIT 1-8
WYOMING COUNTY SCHOOLS
PROPOSED ORGANIZATION CHART
OPTION 1**



Source: Created by MGT, 2011.

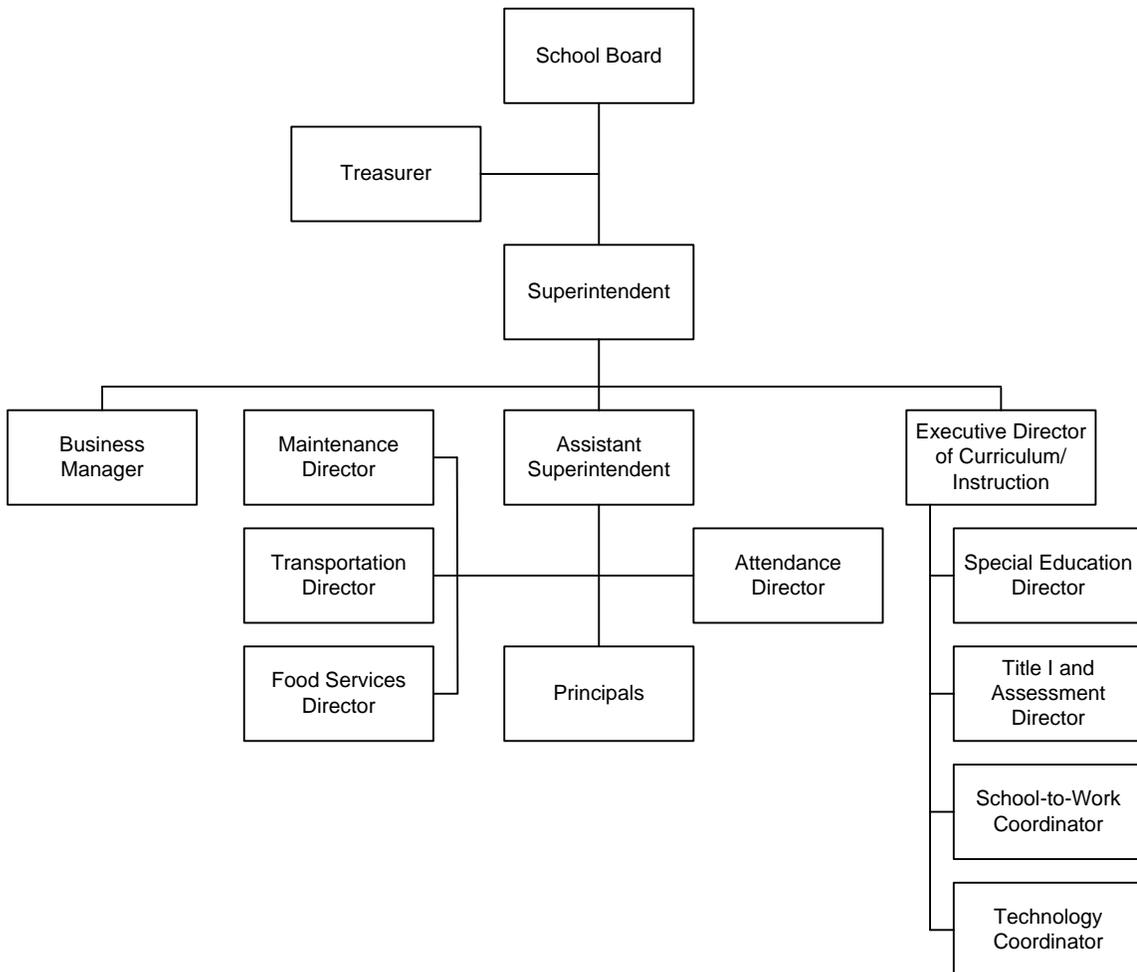
Option 2

Exhibit 1-9 shows the organizational structure for this option.

- Structure the business manager/treasurer as a direct report to the superintendent and indirect report (as treasurer) to the board of education.
- Change the title from administrator for curriculum and instruction to executive director of curriculum and instruction. This title would be more appropriate as a supervisor of other directors.
 - Structure the executive director for curriculum and instruction as a direct report to the superintendent.

- Consolidate staff with educational program responsibility (Title 1 director, school to work facilitator, special education director, and technology coordinator) to fall within the supervisory purview and coordination of the executive director of curriculum and instruction.
- Represent the school to work facilitator on the organization chart.
- Assign the directors of transportation, food services and maintenance/safety as direct reports to the assistant superintendent.
- Assign the director of attendance as a direct report to the assistant superintendent, so as to work closely with the principals/schools.
- Assign the responsibility for all human resources/personnel functions to the assistant superintendent.

**EXHIBIT 1-9
PROPOSED ORGANIZATION CHART FOR WCS
OPTION 2**



Source: Created by MGT, 2011.

FISCAL IMPACT

This recommendation can be implemented at no additional cost and with existing staff.

FINDING

WCS lacks internal consistency among administrative salaries.

Consultants reviewed all administrative salaries and job descriptions. At least two of the administrative positions, administrator for curriculum and instruction and the business manager/treasurer, appear to have salaries that may not be reflective of their levels of responsibility.

For example, the business manager/treasurer has the responsibility to manage a budget of nearly \$50 million and to administer all the business functions of the district with a very small staff. The salary for the position needs to be examined in light of the scope of responsibilities of other district administrators.

The administrator for curriculum and instruction has responsibility for all matters affecting the educational program. Other administrators who have a comparatively limited scope of responsibilities, such as the Title I director, have salaries that are similar to the administrator for curriculum and instruction.

RECOMMENDATION 1-17:

Conduct a study of administrators' salaries to ensure those salaries are commensurate with responsibilities.

In order to attract and keep quality staff in every position, districts need to monitor salary and responsibility relationships both in the organization as a whole and within specific departments. Salary and workload balance are important considerations for districts committed to maintaining positive morale among employees.

FISCAL IMPACT

This recommendation could be implemented through an in-house study at little or no cost. If the district determined the need for an outside, third-party assessor to conduct the study, the costs would need to be negotiated, based on the identified scope.

1.5 Planning and Accountability

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 reactive 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 1-10 shows enrollment and attendance from the 2000-01 through 2011-12 school years. As shown, there was a mostly downward trend beginning in 2004-05, with the exception of 2005-06. Since 2008-09, the trend in both enrollment and attendance rates in WCS has been toward slight increases. Attendance rates have remained steady.

**EXHIBIT 1-10
WYOMING COUNTY SCHOOLS
ENROLLMENT AND ATTENDANCE
2000-12**

SCHOOL YEAR	ENROLLMENT	ATTENDANCE RATE (%)
2000-2001	4,192	95.2%
2001-2002	4,284	96.4%
2002-2003	4,261	94.2%
2003-2004	4,259	95.0%
2004-2005	4,190	95.6%
2005-2006	4,217	95.7%
2006-2007	4,128	95.7%
2007-2008	4,134	95.7%
2009-2010	4,161	95.6%
2011-2012 ¹	4,228	NA

Source: West Virginia School Building Authority, 2011.

¹ Enrollment reported to MGT from WCS based on Second Month Report, 2011.

Exhibit 1-11 compares WCS and peer district enrollment rates from the 2008-09 through 2010-11 school years.

As shown:

- From 2008-09 to 2010-11, WCS enrollment increased by 89 students, or approximately 2.2 percent, compared to a peer average growth of 44 students, or approximately 1.1 percent.
- Hancock County Schools and Nicholas County Schools decreased by .44 percent and .17 percent, respectively.
- Mason County Schools and Upshur County Schools increased by 1.9 percent and 13 percent, respectively.

**EXHIBIT 1-11
WYOMING COUNTY SCHOOLS AND PEER DISTRICTS
ENROLLMENT 2008-09 THROUGH 2010-11**

DISTRICT	ENROLLMENT		
	2008-09	2009-10	2010-11
Wyoming County	4,140	4,161	4,229
Hancock County	4,327	4,311	4,308
Mason County	4,299	4,308	4,381
Nicholas County	4,083	4,042	4,076
Upshur County	3,862	3,825	3,867
Peer Average	4,142	4,129	4,186
Average Growth 2008 - 2011			1.06%

Source: West Virginia Department of Education website, 2011.

The historic and current enrollment data are important, but having data about the future is even more important. The West Virginia School Building Authority contracts with the West Virginia University Bureau of Business and Economics Research office to provide county-wide school enrollment projections. In addition, the July 2009 report from DeJONG Inc. provided enrollment projections for the county by grade levels and by school. The Environmental Systems Research Institute provided population estimates by age and by census block group which were based on the actual U.S. census data collected in 2000.

Exhibit 1-12 shows the projected enrollment for WCS from 2012 to 2020. As shown, WCS is projected to have declining enrollment: from 4,107 students in 2012-13 to 3,741 students in the 2019-20 school year, a nearly 10 percent reduction in the total number of students enrolled.

**EXHIBIT 1-12
WYOMING COUNTY SCHOOLS
ENROLLMENT PROJECTIONS
2012 THROUGH 2020**

SCHOOL YEAR	ENROLLMENT PROJECTION
2012-2013	4,107
2013-2014	4,075
2014-2015	4,023
2015-2016	3,971
2016-2017	3,901
2017-2018	3,796
2018-2019	3,817
2019-2020	3,741

Source: West Virginia School Building Authority, 2009.

FINDING

WCS has a five-year strategic plan that is well defined, detailed, and articulated for all aspects of the educational program. It has five goals, objectives for each goal, and action steps for each objective. West Virginia requires the district to develop and submit

for review/approval a county/school strategic plan. The core plan was submitted and approved by the West Virginia Department of Education on November 23, 2010.

The district plan has a stated mission and vision:

Mission: *WCS is to ensure that all students will have equal opportunity to acquire knowledge and skills necessary to become productive citizens who are academically and technological literate.*

Vision: *WCS envisions students empowered to make career choices in a highly technological and rapidly expanding world of information.*

The district plan contains the following components: Planning Committee, Core Beliefs, Mission Statement, Data Analysis, Goals and Objectives, Action Steps, Professional Development, and Parental Involvement. Each of these eight components was approved by the state. Two components, Data Analysis and Action Steps, received a comment of *Excellent*. In addition, a special education, Title I, Title II, Title V, and RLIS Program plan and budget were submitted and approved by the state.

The enrollment projections described earlier indicate a continued decrease in enrollments, with a total of 9 percent decline projected in the next decade. This decline in enrollment has implications for planning, facilities utilization, and staffing that were not addressed in the strategic plan required by the state.

COMMENDATION 1-C:

The WCS has a five-year strategic plan that is well defined, detailed, and articulated for all aspects of the educational program.

1.6 Public Information and Communications

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*,¹ articulates 12 standards for the “WOW school.” The underlying premise 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

¹ Schlechty, P. (2002). *Working on the Work*. San Francisco: Jossey-Bass.

and maintaining open lines of communication with parents and community members help build long-term public support for WCS efforts.

FINDING

WCS provides limited formal public relations or communications.

There is no one in charge of public relations or communications in the district. There are few publications and the information found on the website is limited. Best practices normally recommend that a public information or community relations office be established and staffed under the superintendent. However, the limited resources available to WCS make such a recommendation inappropriate.

The district pays to print and insert a 14-page publication into the newspaper for the start of the school year. The district's transportation/safety director organizes this back-to-school issue. It contains a calendar, messages/letters to the students and stakeholders from the superintendent, information about phone numbers, names of the board members and administrators, a directory of the schools, and a variety of required or helpful notices, including Child Find, FERPA information, ESL information, GED programs, McKinney-Vento Homeless Assistant Act, pre-kindergarten program, Title 1 parent involvement policy, school bus safety rules, school breakfast and lunch information, truancy laws, and information regarding the Career and Technical Center.

Many districts have cut back on cost of printing and publications by discontinuing flyers and distributed information, but have increased the amount and types of information posted on their websites. All of the information contained in the current publication could be posted on the district website. However, the district needs to review and understand patron access to print and online media prior to discontinuing this publication.

RECOMMENDATION 1-18:

Conduct a cost/benefit analysis of the annual printing of the Back-to-School publication.

The district has the responsibility to the parents and community to provide important and legally required information. The district has a responsibility to provide such information through the most fiscally responsible manner. There is a need to determine whether the cost is justified for the benefits of the printed Back-to-School publication. Most districts have cut back on costs of the printing and publications, but have abundant information and periodic newsletters posted on their websites. Most of the information contained in the publication should be posted on the website.

FISCAL IMPACT

This recommendation can be accomplished using existing staff and could ultimately lead to cost savings.

WCS does not have a position dedicated to providing public information. Various staff take responsibility for communication, as needed. However, the district has created an excellent system of communicating in urgent and emergency situations through a telephone “push system”, known as the School Messenger System. The system is customizable to allow contact with all families or only certain attendance or bus areas, allowing the district to easily communicate when there are emergency situations. This communication system keeps parents, children, law enforcement, 911 emergency agencies, etc. informed immediately as matters develop throughout the school system.

COMMENDATION 1-D:

WCS has an automated system that contacts all parents in a matter of minutes in case of emergencies, school closures, attendance, school functions and schedules, etc., known as the School Messenger System.

1.7 School Administration, Salaries, and Staffing

A key to highly effective schools is the principal and his/her capacity for leadership, organization, and accountability. 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.

Each WCS elementary and middle school has a principal. The WCS high schools each have a principal and two assistant principals. Each high school has two guidance counselors. Each principal has a full range of responsibilities and serves in many capacities. Due to the rural nature of WCS, some of the enrollments of the elementary and middle schools are low. Although it may not be viewed as a cost effective model in other areas, the district has determined that there is a need for a principal to be assigned to each school.

Exhibit 1-13 displays the student-to-teacher ratios for WCS and the peer districts for the 2008-09 school year. WCS’s student-to-teacher ratio of 12.6 to 1 was below the peer average of 13.6 to 1. This means that the “average” WCS teacher had slightly smaller class sizes than the “average” teacher in the peer districts.

**EXHIBIT 1-13
WYOMING COUNTY SCHOOLS AND PEER DISTRICTS
TEACHER AND ADMINISTRATOR RATIO TO STUDENTS
2008-09**

DISTRICT	TEACHER RATIO
Wyoming County	12.6
Hancock County	14.3
Mason County	13.7
Nicholas County	13.4
Upshur County	13.8
Peer Average	13.6

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 1-14 shows the number of professional personnel employed by WCS and the peer districts for the 2009-10 school year. WCS is similar to Upshur County with one principal for each school. Hancock and Mason counties have more schools than principals, but also have more assistant principals, suggesting a different administrative staffing model in these districts. WCS had a higher number (14) of principals than the peer average (11), but had a lower number of assistant principals (4) than the peer average (5.7). Upshur County is the only peer that employed a curriculum specialist. Hancock, Nicholas, and Upshur counties employed remedial specialists, while WCS and Mason County did not.

**EXHIBIT 1-14
WYOMING COUNTY SCHOOLS AND PEER DISTRICTS
PROFESSIONAL PERSONNEL
2009-10**

DISTRICT	NUMBER OF SCHOOLS	PRINCIPAL	ASSISTANT PRINCIPAL	CURRICULUM SPECIALIST	REMEDIAL SPECIALIST
Wyoming County	14	14	4	1	0
Hancock County	10	9	9	0	6
Mason County	11	9.5	9	0	0
Nicholas County	16	12.5	3	0	2
Upshur County	11	11	3.5	1	2

Source: West Virginia Education Information System, 2011.

Exhibit 1-15 shows the school administrative staffing in WCS. As shown, each school in WCS has a principal. Each high school has two assistant principals.

**EXHIBIT 1-15
WYOMING COUNTY SCHOOLS
FALL 2011 SCHOOL ADMINISTRATIVE STAFFING**

SCHOOL	GRADE SPAN	ENROLLMENT 2009-010	NUMBER OF PRINCIPALS/ASST. PRINCIPALS
Baileysville Elem. & Middle	Pre K-8	357	1 Principal
Berlin McKinney Elementary	Prek-4	443	1 Principal
Glen Fork Elem & Middle	Pre K-8	154	1 Principal
Herndon Consolidated Elem & Middle	Pre K-8	238	1 Principal
Huff Consolidated Elem & Middle	Pre K-8	272	1 Principal
Mullens Elementary School	Prek-4	226	1 Principal
Mullens Middle School	5-8	184	1 Principal
Oceana Middle School	5-8	281	1 Principal
Pineville Elementary School	Prek-4	390	1 Principal
Pineville Middle School	5-8	315	1 Principal
Road Branch Elem & Middle	Pre K-8	195	1 Principal
Westside High School	9-12	602	1 Principal/2 APs
East High School	9-12	504	1 Principal/2 APs

Source: WCS.2011.

FINDING

The elementary and middle schools all have a principal, but no assistant principals, while the high schools each have two assistant principals. The student to administrator ratio for the elementary and middle schools is relatively small, ranging from 184 students to one principal at Mullens Middle School to 443 students to one principal at Berlin McKinney Elementary School. The rural nature of the county and the relative distances between schools make these administrative staffing decisions appropriate for WCS.

The two high schools each have a principal and two assistant principals for 504 and 602 students. The assignment of assistant principal positions was assessed based on industry standards driven by regional accrediting agencies. Best practices, as indicated by regional accreditation standards and consultant experience, recommend that elementary schools staff at a ratio of one assistant principal for every 500 to 600 students and secondary schools at one assistant principal for every 400 students. The difference between elementary and high school staffing ratios is based on the large number of secondary student activities and issues with student discipline.

Exhibit 1-17 compares the number of administrators currently in WCS high schools to the best practice administrative staffing.

**EXHIBIT 1-17
WYOMING COUNTY SCHOOLS
ADMINISTRATIVE STAFFING AND BEST PRACTICE STAFFING**

SCHOOL	GRADE SPAN	ENROLLMENT FALL 2011	NUMBER PRINCIPALS/ ASST. PRINCIPALS	BEST PRACTICE ADMINISTRATIVE STAFFING
Westside High	9-12	639	1 Principal 2 APs	1 Principal 1 AP
East High	9-12	530	1 Principal 2 APs	1 Principal 1 AP

Source: WCS data, information compiled by MGT.

RECOMMENDATION 1-19:

Eliminate one assistant principal position in each high school.

FISCAL IMPACT

Eliminating one assistant principal position in each high school provides an annual savings of \$168,178 (salary \$62,343 + benefits \$21,746 = \$84,089 x 2 positions = \$168,178) and a projected five year savings of \$840,890 (excluding any increases in salary or benefits).

RECOMMENDATION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Eliminate One Assistant Principal Position in Each High School	\$168,178	\$168,178	\$168,178	\$168,178	\$168,178

2.0 PERSONNEL AND HUMAN RESOURCE MANAGEMENT

2.0 PERSONNEL AND HUMAN RESOURCES MANAGEMENT

This chapter reviews the personnel and human resources (HR) management functions for the Wyoming County Schools (WCS). The areas reviewed include:

- 2.1 Organization and Management
- 2.2 Policies and Procedures
- 2.3 Personnel Records
- 2.4 Job Descriptions
- 2.5 Recruiting and Hiring
- 2.6 Staff Evaluation and Performance Criteria
- 2.7 Professional Development
- 2.8 Employee/Labor Relations
- 2.9 Employee Compensation and Benefits

MGT of America, Inc. (MGT) examined a variety of data to review these functional areas, including policy and procedural documents, personnel records, professional development, performance evaluation procedures, financial data, employee relations documents, forms, and the WCS website. In addition, consultants conducted interviews with the superintendent and Human Resources Department (HRD) central office personnel. These activities allowed consultants to gain insight into the operations of the department, note its practices, and prepare findings and recommendations for human resources operations.

Human resources administration comprises those processes that are planned and implemented to establish an effective system of human resources, and to foster an organizational climate that encourages the accomplishment of educational goals and meets the needs of school board employees. Key human resource processes include recruiting, selecting, training, evaluating, and retaining staff.

The WCS HRD has seen no major restructuring over the last several years except for personnel changes. Led by the superintendent, it operates as a staff committed to creating an effective and efficient system for department operations.

The following are key commendations and recommendations offered to WCS.

WCS is commended for:

- Commendation 2-A** WCS provides an array of well-organized professional development activities systematized and focused on the relevant and required skill building needs of the district and utilizing an effective tracking system for monitoring professional development participation.
- Commendation 2-B** WCS has established and cultivated a collegial working relationship with its employees and their associations.

MGT recommends that WCS:

- Recommendation 2-1** Eliminate all non-human resources duties and responsibilities from the secretary III/certification coordinator; eliminate all human resources responsibilities from the executive secretary to the superintendent and the secretary III central office position; assign all clerical human resources duties and responsibilities to the certification coordinator.
- Recommendation 2-2** Revisit and update human resources school board policies on a more frequent basis with the purpose of making them more comprehensive and reflective of current needs and practices.
- Recommendation 2-3** Create a human resources procedures manual that complements human resources policies.
- Recommendation 2-4** Revise and redesign the current employee handbook to be more comprehensive and reader-friendly with appropriate inclusions and, upon completion, post it on the district's website.
- Recommendation 2-5** Conduct a cost/benefit analysis to determine the feasibility of implementing an integrated software package for human resources that has the capability of interfacing with WVEIS; and create an implementation plan of action.
- Recommendation 2-6** Develop a plan for the acquisition of a digital records storage and retrieval system for all personnel records, including inactive records.
- Recommendation 2-7** Conduct a job analysis of all district positions and use the results to rewrite all job descriptions to reflect specific duties and responsibilities.
- Recommendation 2-8** Evaluate and refine teacher recruitment by developing a plan to increase the available pool of qualified applicants for teaching positions.
- Recommendation 2-9** Conduct an overall review of the evaluation process for service personnel and update policies and procedures for implementing service personnel evaluations.
- Recommendation 2-10** Ensure that administrators and supervisors have a full understanding of school board policies regarding employee working conditions and compensation by annually reviewing policies that relate, in any way, to working conditions and compensation.
- Recommendation 2-11** Examine the salaries of all employees in comparison with peer and/or surrounding school districts in an attempt to maintain competitiveness.

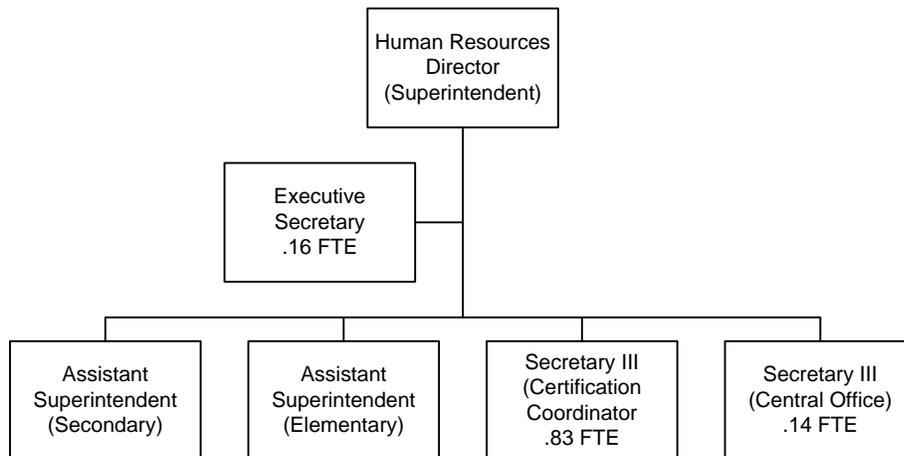
2.1 Organization and Management

The current functions of the WCS Human Resources Department include:

- Developing and posting bids (vacancy notices).
- Processing job applications.
- Processing new hires and terminations.
- Maintaining employee files.
- Tracking basic personnel attendance data.
- Assisting with the acquisition of teacher certification.
- Administering a salary and benefits program.
- Processing grievances and official complaints.

The human resources department includes the superintendent of schools, who functions as its director, and three secretaries who together perform most of the human resources duties. One secretary works almost exclusively in human resources. The superintendent’s executive secretary performs some functions and the remaining secretary works with service employee human resources matters. The two assistant superintendents have some human resources responsibilities in that they, along with the superintendent, review the list of applicants for vacant positions to determine who meets the minimum qualifications and select the applicants to be interviewed and/or recommended for the position. **Exhibit 2-1** shows the department staff with the approximate full-time equivalency for the secretarial positions.

**EXHIBIT 2-1
WYOMING COUNTY SCHOOLS
HUMAN RESOURCES DEPARTMENT**



Source: Created by MGT of America, Inc. from WCS interview and data, September 2011.

Employees are classified into three groups. **Exhibit 2-2** shows the total employee count by group.

- Administrative group includes the Superintendent, Assistant Superintendents, Administrator of Curriculum and Instruction, and Directors of Transportation, Special Services, and Title 1.

- Professional group includes assistant principals, attendance director, and principals, classroom teachers, and counselors, director of food service, librarian, psychologist, the respect and protect anti-bullying coordinator, nurses, school-to-work facilitator, speech assistant, speech language pathologist, and technology coach.
- Service group includes aides, bus operators, cafeteria managers, carpenters, cooks, crew leader, custodians, electronic technicians, executive secretary, foreman, general maintenance workers, heavy equipment operator, lubrication man, mechanics, plumbers, printing operator, roofing/sheet metal mechanic, secretaries, and the supervisor of maintenance.

**EXHIBIT 2-2
WYOMING COUNTY SCHOOLS
TOTAL EMPLOYEES BY GROUP
2011-12 SCHOOL YEAR**

GROUP	TOTAL EMPLOYEES
Administrative	8
Professional	358
Service	213
Total Employees	579

Source: Created by MGT of America, Inc. from data supplied by WCS September 2011-12.

FINDING

The superintendent, in the role of human resources director, oversees all operations and functions of the department and makes the final decisions.

The superintendent and the two assistant superintendents comprise the interview committee that selects, interviews, and decides who will be recommended to the school board for employment. When considering prospective teachers that will be new to the district, the Superintendent includes the principal of the school to which the prospective teacher is applying on the interview committee.

The executive secretary to the superintendent assumes all of the usual duties associated with an executive secretarial position, including but not limited to:

- Generating and typing all letters, reports, and memoranda as directed by the superintendent.
- Receiving and properly filing correspondence.
- Compiling data for board meetings and disseminating data after meetings.
- Preparing requested information.
- Processing applications for student transfers out-of-zone, out-of-county, non-residential admissions, and other special requests.

- Receiving the superintendent's telephone calls.
- Making [scheduling] appointments when necessary.
- Preparing and disseminating job postings.
- Scheduling service personnel competency testing for substitute personnel.
- Performing all other duties as assigned by the superintendent.

The duties and responsibilities of the secretary III who serves as the certification coordinator include the following, as generally outlined in the job description:

- Generating and typing all letters, reports, and memoranda, as directed by superintendent.
- Generating annual professional certified list reports required by the West Virginia Department of Education (WVDE).
- Generating the annual personnel data report, as required by the WVDE.
- Handling and filing routine correspondence and other general secretarial tasks.
- Operating computerized business and office machines including computers.
- Compiling data for board meetings.
- Disseminating requested information.
- Transcribing minutes of board meetings.
- Processing professional employment applications.
- Scheduling appointments, as needed.
- Assisting with the switchboard, as assigned.
- Preparing and disseminating coaching matrix.
- Updating WCS information on the West Virginia Educational Information Systems (WVEIS) and Access databases.
- Staying up-to-date on the state board policy (5202) dealing with teacher certification by attending regional and state meetings.
- Counseling personnel on certification issues.
- Processing and filing teacher certification documents.

- Fingerprinting and initiating drug testing process for all prospective professional employees and non-education coaches.
- Working directly with principals and central office administrators on issues dealing with No Child Left Behind (NCLB) and the highly qualified teacher requirements.
- Maintaining professional personnel, coaches, and volunteer files.
- Assisting schools with non-education and volunteer coaching certification issues.
- Issuing professional personnel and coaching contracts.
- Assisting schools with processing school volunteers.
- Performing all other duties, as assigned by the superintendent or designee, and duties listed in job description.

The remaining secretary III with HR responsibilities has the following duties, as listed in the job description:

- Handling routine correspondence and general secretarial tasks.
- Preparing various reports.
- Operating computerized business and office machines including computers.
- Maintain service personnel files.
- Answering calls transferred by the automated phone system.
- Receiving callers.
- Performing all other duties, as assigned by the superintendent or designee, and duties listed in job description.

WCS has a relatively small number of employees and the district's clerical staff is equally small. Having several clerical persons share in the day-to-day duties of the HRD helps to ensure some degree of cross training; however, while the duties of each of the clerical employees are related, they are distinctly different. For example, the executive secretary to the superintendent initiates the posting of the job vacancies and accepts applications. The certification coordinator then develops the matrix of applications and forwards it to the superintendent for interviewing and selection. The other secretary handles the recordkeeping for service employees. Each of the clerical persons has other, non-human resources duties and responsibilities. It would be more efficient to remove all the non-human resources duties from the certification coordinator, which would free up additional time for the position to assume the HR duties of the other clerical personnel. The certification coordinator/secretary III could then become a secretary iii/administrative assistant with full-time HR duties and responsibilities.

Interviews with administrative staff members and a review of central office staffing revealed a shortage of clerical assistance with several key administrators. The freeing up of HR responsibilities of the secretary III central office position could provide some relief to administrators who have no official clerical assistance. The same thinking applied to the executive secretary to the superintendent would free up some time to provide other administrators with needed clerical assistance.

RECOMMENDATION 2-1:

Eliminate all non-human resources duties and responsibilities from the secretary III/certification coordinator; eliminate all human resources responsibilities from the executive secretary to the superintendent and the secretary III central office position; assign all clerical human resources duties and responsibilities to the certification coordinator.

The implementation of this recommendation will streamline HR activities and provide some needed clerical assistance to central office administrators which will allow them to be more productive in carrying out their assigned duties and responsibilities.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

2.2 Policies and Procedures

The establishment of policies and procedures that set forth obligations, standards of behavior, and documents disciplinary procedures, is the industry standard for human resource management. Human resources policies and procedures in a school district allow it to be clear with employees regarding such things as the fundamental knowledge of employment in the district, the expectations from the school board, and the expectations of its employees. Human resources policies and procedures define acceptable and unacceptable behaviors and the consequences of those behaviors.

The establishment of policies and procedures helps the school district demonstrate that it meets requirements for diversity, ethics, and training, as well as its commitments extending from employee relation to regulations and school board governance. Well-developed school board policies in the HR section of the policy manual, supported by specific procedures, are not only very effective in building a school district culture that is conducive to work, but also important in building one that effectively supports teaching and learning.

FINDING

WCS does not have a process to regularly review and amend HR policies and procedures, except when mandated changes are made by the state.

A review of the personnel policies of WCS revealed policies covering the following areas:

- Employee Code of Conduct
- Compensatory Time
- Substitutes in Areas of Critical Need and Shortage
- Substitute Teacher Pay
- Substitute Service Personnel – Refusal to Work
- Job Posting and Hiring Policy
- Lateral Transfer Policy
- Wyoming County Professional Educators Tie Breaking Proposal
- Personnel Leave for Illness
- Personal Leave
- Personal Leave Bank
- Amended School Board Policy and Absence Due to Pregnancy
- Personnel Records Access Policy
- Evaluation Policy
- Employment of Coaches and Assistant Coaches
- Principals Coaching Minor Sports
- Conduct of Coaches
- Coach Evaluation Conference Report
- Athletic Trainers
- Attendance Director Job Description
- Employee Grievance Procedure
- Beginning Education Internship Program
- Drug-Free Workplace Policy
- Tobacco Policy
- West Virginia Testing Program
- Staff Development for Professional Personnel
- Staff Development for Service Personnel
- Safety Policy
- Return to Work Policy

The policies reviewed by consultants did not include several areas of critical importance to employees. Among them were:

- Family Medical Leave Act (FMLA)
- Nondiscrimination and Equal Employment Opportunity (EEO)
- Genetic Information Nondiscrimination Act (GINA)
- Staff Discipline and Dismissal
- Whistle Blower Protection
- Jury Duty and Other Court Processes
- Military Leave

During interviews with staff, it was revealed that school board policies are updated when actions by the state legislature enact or change laws that impact school districts and/or when the state department of education enacts or amends its rules. During these discussions, however, there was no mention of a routine review or promulgation of policies reflecting local needs and requirements.

RECOMMENDATION 2-2:

Revisit and update human resources school board policies on a more frequent basis with the purpose of making them more comprehensive and reflective of current needs and practices.

New policies should include, but not be limited to, such areas as the Family Medical Leave Act (FMLA), Equal Employment Opportunity (EEO), Genetic Information Nondiscrimination Act (GINA), staff discipline and dismissal, leave for jury duty/court processes, and military leave.

Implementation of this recommendation will ensure that the HR policies that govern the school district are current and more broadly reflective of current local needs and national trends.

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

FINDING

WCS does not have an HR procedures manual.

Human resources procedures manuals are useful extensions of HR policies in that they provide directions for the implementation of those policies. Consultants found no evidence of a procedures manual to complement the personnel policies.

RECOMMENDATION 2-3:

Create a human resources procedures manual that complements human resources policies.

Implementation of this recommendation will provide the user with instructions and procedures for performing daily and/or routine tasks in the department. It should prove to be a very useful tool for a new or substitute employee of the department as the document would guide the employee in a very systematic way in performing HR duties and responsibilities.

FISCAL IMPACT

This recommendation can be implemented within existing resources.

FINDING

The WCS employee handbook was disorganized and in dire need of an update.

An employee handbook is the most important communication tool between employer and employee. A well-written handbook sets forth expectations for employees, and describes what they can expect from the employer. An employee handbook should describe the legal obligations for the employer and the employee's "rights." Some recommended inclusions include:

- Non-Disclosure Agreements (NDA) and Conflict of Interest Statements
- Non-Discrimination Policies
- Compensation Information
- Standards of Conduct

- General Employment Information that includes discipline and termination, pre-employment and background checks, reasonable suspicion substance abuse screening
- Other information pertinent and/or critical to maintaining employment with the organization
- Safety and Security
- Computers and other Technology Use
- Media Relations
- Benefits
- Leave Policies

The content provided in the handbook, whether provided electronically or as hardcopy, should be reader-friendly to maximize employee understanding of rules and policies governing employment with the organization.

Interviews with staff indicated that each employee is provided an employee handbook at the beginning of the school year. The handbook provided for examination appeared to have been hastily assembled and was in dire need of revision. Consultants could not discern the organization of the document. The 208-page notebook contained a table of contents, but it was not organized by subject nor were items listed in alphabetical order. The document contained no introduction, foreword, or index. The format of the items covered in the manual had no uniform structure; most were merely copies of school board policies. The items included were mostly relevant to employees, but in a few instances were not (for example, "Birth Certificate Required upon Admission to Public School" and the "Work-Based Learning Policy" for grades 7-12). While this is useful information, it is an unnecessary inclusion in an employee handbook. The entry titled, "Lesson Plan Policy," was duplicated in two separate places, pages 123 and 200.

RECOMMENDATION 2-4:

Revise and redesign the current employee handbook to be more comprehensive and reader-friendly with appropriate inclusions and, upon completion, post it on the district's website.

Implementation of this recommendation will create a comprehensive and reader-friendly employee handbook that contains all pertinent information for employees. Placing the employee handbook on the website will be less costly than mass-producing for each employee, which will also allow for easy revisions, as may be needed.

FISCAL IMPACT

This recommendation can be implemented within existing resources.

2.3 Personnel Records

Personnel record maintenance is governed by statutory guidelines and regulations on the statute of limitation of claims. While the Americans with Disabilities Act and Civil Rights Act require maintaining these records for one year after employment, the statute of limitations on these claims can be as long as three years. Even more importantly, requests for records of former employees by governmental agencies and employees themselves necessitate that records are securely maintained either in original copy or electronically for well into the foreseeable future. This means that personnel records in most cases may require retention for up to 50 years or forever.

FINDING

Human resources records in WCS are both electronic and on paper. West Virginia Education Information System (WVEIS) and a locally-developed database using ACCESS are the electronic media that house personnel information. The local ACCESS database and WVEIS are not interfaced, which necessitates duplicate data entry in the processing of personnel records. Access to both of the databases is strictly controlled via protected user identification (IDs) and passwords.

RECOMMENDATION 2-5:

Conduct a cost/benefit analysis to determine the feasibility of implementing an integrated software package for human resources that has the capability of interfacing with WVEIS; and create an implementation plan of action.

FISCAL IMPACT

This recommendation can be implemented within existing resources. The implementation of the plan will require funding which can only be established after determining feasibility and creating an implementation plan.

FINDING

All district records are stored in paper files and mostly in non-fire and/or water-resistant cabinets.

Consultants reviewed a sampling of records of active professional and service personnel, and a sampling of the records of former employees who either retired, resigned, or were terminated. The review found well-organized folders with appropriate insertions. Active and inactive employee file folders were housed in seven, regular, lockable file cabinets in the offices of secretaries; the cabinets were not fire- and/or water-resistant.

Records were stored in two spaces. Historical school board minutes and other important documents were housed in two fire-rated vaults secured by combination locks. A 204-square foot personnel records storage room contained 21 file cabinets along with other miscellaneous files. The overcrowded room contained several cardboard boxes of

miscellaneous items and a small table on which to work. The over-crowdedness, the cardboard boxes, and the lack of having fire- and water-resistant file cabinets could put the records in the room in danger of being destroyed in the event of a natural catastrophe.

RECOMMENDATION 2-6:

Develop a plan for the acquisition of a digital records storage and retrieval system for all personnel records, including inactive records.

The implementation of this recommendation should allow the district to relieve overcrowding and eliminate the unsafe condition that currently exists in the records storage room. Additionally, it should heighten the security of confidential records and expedite authorized personnel access to records, resulting in a more efficient use of staff time. The indexing of documents that accompany such an installation should translate into a shorter research time to retrieve records and prepare them for use or exportation. When records have been digitized, the originals can be destroyed in compliance with the West Virginia document disposal requirements.

FISCAL IMPACT

This recommendation can be implemented with existing district resources. If the district pursues implementation after the development of a plan, a precise cost for implementing the plan will be contingent upon item specifications and final bids for the project.

Digitizing is the process of converting any physical item, such as a paper record, photograph, or graphic items, into an electronic representation or image that can be stored electronically. In the context of this definition, digitizing of records is a tool that supports greater organizational transparency and knowledge sharing by providing ease of information access, retrieval, and storage of personnel records.

2.4 Job Descriptions

Job descriptions are of great value to school boards and employees. All prospective and current employees like to know job qualifications, duties, and responsibilities, and the criteria used for evaluating their work. Creating job descriptions often results in a thought process that helps determine how critical the jobs are, how they relate to other jobs, and identifies the characteristics needed by a new employee for a particular job.

A job description typically outlines the necessary skills, training, and education needed by an applicant. It will specifically identify the duties and responsibilities of the job. Once a job description is prepared, it can serve as a basis for interviewing candidates, orienting a new employee, and, finally, in the evaluation of job performance.

FINDING

The job descriptions for WCS generally contain the following components:

- Title
- Minimum Qualifications
- Reports To [Immediate Supervisor]
- Duties and Responsibilities
- Evaluation Statement
- Salary Reference
- Terms of Employment

While the vast majority of the job descriptions contain the components listed above, some did not and some were more specific when listing duties and responsibilities. Consultants found only a few descriptions that included the physical requirements, such as the exertions of pounds of force for lifting and/or moving objects. The job descriptions were organized in a notebook, but not included on the district's website.

RECOMMENDATION 2-7:

Conduct a job analysis of all district positions and use the results to rewrite all job descriptions to reflect specific duties and responsibilities.

Once completed, post all job descriptions on the district's website.

Implementation of this recommendation will ensure that all job descriptions are current and reflect the industry standard for components to be included in job descriptions. Placing all job descriptions on the website will ensure that employees and prospective employees know the job requirements for working in the school district for the positions they hold or may choose to seek, and it will improve the transparency of human resources.

Exhibit 2-3 displays a well-constructed job description for an educational paraprofessional, the equivalent of an aide position in WCS. It is important to note the high degree of specificity found in the performance responsibilities section. This ensures that the employee has full knowledge of job expectations to guide job performance.

**EXHIBIT 2-3
SAMPLE JOB DESCRIPTION**

**SCHOOL DISTRICT OF GADSDEN COUNTY, FLORIDA
EDUCATIONAL PARAPROFESSIONAL**

Qualifications:

- (1) High School Diploma with at least a 2.0 grade point average, or equivalent
- (2) Ability to work well with other people
- (3) Same health and age requirements as instructional personnel

KNOWLEDGE SKILLS AND ABILITIES:

Ability to work with students and adults in a positive manner
Demonstrated effective oral and written communication skills
Possess basic English and mathematics skills
Ability to perform clerical tasks
Willing to attend training and in-service relevant to responsibilities

REPORTS TO:

Teacher/Principal

JOB GOAL: To assist the teacher and/or other school personnel by performing assigned tasks to provide a quality educational program for students

PHYSICAL REQUIREMENTS:

Light Work: Exerting up to 20 pounds of force occasionally and/or up to 10 pounds of force as frequently as needed to move objects (Note: Could be medium or heavy work depending on the particular assignment, such as pre-kindergarten or Exceptional Student Education assignment for moderate to severely handicapped conditions.)

TERMS OF EMPLOYMENT:

Salary and benefits shall be paid consistent with the district's approved compensation plan. Length of the work year and hours of employment shall be those established by the district.

EVALUATION:

Performance of this job will be evaluated in accordance with provisions of the Board's policy on evaluation of personnel.

PERFORMANCE RESPONSIBILITIES:

Planning/Preparation

- (1) Assist the teacher in preparing materials and equipment for direct instructional activity, including locating, copying, collating, distributing, and/or grouping materials supporting instructional activities pre-planned by the teacher.
- (2) Schedule space for specialized instructional programs and coordinate the arrangement of equipment, desk, tables, chairs, activity areas and the like.

**EXHIBIT 2-3 (Continued)
SAMPLE JOB DESCRIPTION**

- (1) *Examine short and long term unit plans prepared by the teacher and anticipate the need for specific supplies and materials.*
- (2) *Lead small group activity, following appropriate training, planned by the teacher in an atmosphere where students are actively engaged in meaningful learning experiences.*
- (3) *Assist the teacher in preparing for changing curriculum to meet the needs of students with diverse cultural and socio-economic backgrounds, learning styles, and special needs.*

Administrative/Management

- (4) *Manage time efficiently.*
- (5) *Provide student supervision, following appropriate training, as assigned*
- (6) *Assist in maintaining the security of records, materials and equipment.*
- (7) *Assist the teacher in the enforcement of classroom rules and the maintenance of appropriate records*
- (8) *Maintain a clean and orderly environment for students.*
- (9) *Check objective tests and mark error (but not assign a grade).*

Assessment/Evaluation

- (10) *Assist in assessing student progress as directed, including proctoring the administration of tests, the marking of papers, and the maintaining of confidential records.*
- (11) *Assist in evaluating program effectiveness; seek and suggest ways of continuous improvement.*
- (12) *Assist, as assigned, in the collection of assessment data from a variety of sources and in compiling and organizing data for review by the teacher.*
- (13) *Assist the teacher in completing requirements for grade reporting, scheduling conferences, and recording results.*

Intervention/Direct Services

- (14) *Provide instructional assistance as planned or coordinated by the teacher or administrator.*
- (15) *Assist students with personal hygiene, health and safety issues, or grooming if required.*
- (16) *Use classroom management techniques conducive to an effective classroom environment.*
- (17) *Perform assigned clerical and bookkeeping duties.*
- (18) *Prepare and maintain required/required reports and records.*

Collaboration

- (19) *Work closely with teacher(s) or other professionals.*
- (20) *Assist in maintain positive relationships between the school and parents.*
- (21) *Demonstrate support for teamwork.*
- (22) *Communicate effectively orally and in writing*
- (23) *Collaborate with peers to create quality instructional environment.*

**EXHIBIT 2-3 (Continued)
SAMPLE JOB DESCRIPTION**

<u>Staff Development</u>	
(1)	Participate in training programs and in-service
(2)	Assist peers in acquiring knowledge and understanding of particular area of responsibility
<u>Professional Responsibilities</u>	
(3)	Maintain confidentiality regarding student information
(4)	Use effective, positive interpersonal skills.
(5)	Demonstrate integrity through ethical behavior
(6)	Perform job responsibilities in a timely and consistent manner.
(7)	Recognize and remain sensitive to the individual needs and differences of students and adjust service delivery accordingly
(8)	Exhibit attention to punctuality, attendance, accuracy, and thoroughness
(9)	Perform other duties as assigned.
<u>Student Growth/Achievement</u>	
(10)	Ensure that actions contribute to continuous growth and achievement appropriate for age group, subject area and/or student program classification to be served.
(11)	Assist the teacher in maintain the records which document student performance.

Source: Gadsden County School District, Florida, 2011.

FISCAL IMPACT

This recommendation can be accomplished using internal staff.

2.5 Recruiting and Hiring

The business of recruiting highly-qualified teachers is very competitive. With the advent of *NCLB* standards and teachers recognizing that they are in demand, they look for places to work that offer both support mechanisms to help them successfully meet the challenges of the classroom and other benefits, such as financial support to continue their education.

Attracting teacher candidates to a small rural school district presents a unique set of challenges, but also positive opportunities that should be emphasized in all recruitment activities. Researchers expressed such opportunities as they studied effective recruitment strategies for rural school districts. They suggested:

“To recruit rural teachers, administrators must target candidates with rural backgrounds or with personal characteristics or educational experiences that predispose them to live in rural areas. The emphasis on background and experience is crucial for racially or culturally distinct communities. Selling points in recruitment efforts are the benefits of teaching in rural school, such as fewer discipline problems, less red tape, more personal contact, greater chance for leadership, small class size, individualized

instruction, greater student and parent participation, and greater teacher impact on decision making.”¹

FINDING

WCS has low employee turnover rates, but has had some difficulty filling positions with qualified candidates.

As illustrated in **Exhibit 2-4**, in 2010-11, the district experienced a 1.68 percent increase in its turnover rate for professional personnel and a 1.1 percent increase for service personnel; neither of which is highly significant. However, 45 employees left the district in 2011 and, while there was no formalized recruitment plan, the district was able to fill positions for the current school year with the use of some substitute or out-of-field teachers.

**EXHIBIT 2-4
WYOMING COUNTY SCHOOLS
TURNOVER RATES
2009 – 2011**

YEAR	RESIGNED	RETIRED	TERMINATED	DEATH	TURNOVER RATE
PROFESSIONAL PERSONNEL					
2009-10	9	17	1	1	7.12%
2010-11	11	22	1	0	8.80%
SERVICE PERSONNEL					
2009-10	2	7	0	0	4.20%
2010-11	1	10	0	0	5.30%

Source: WCS Human Resources Department, 2011.

WCS has committed human and fiscal resources to the recruitment of teachers. While consultants found no evidence of a formal recruitment program, interviews with several administrators revealed that the district collaborates with several colleges and universities in the state to help it secure teachers. The school district works closely with Concord College, Marshall University, Huntington College, Bluefield State, and West Virginia University.

Exhibit 2-5 shows the percentage of classes taught by highly-qualified (HQ) teachers for WCS and the peer districts for the 2009-10 and 2010-11 school years. In 2009-10, WCS had a slightly higher percentage (95.8%) of classes taught by HQ teachers than the peer district average (93.5%). In 2010-11, the percentage of HQ dropped to 94.2 percent for WCS. Hancock County has remained constant at 100 percent of classes taught by HQ personnel. WCS and Upshur County both had fewer classes taught by HQ teachers compared to the previous year. Mason and Nicholas counties both had more classes taught by HQ teachers compared to the previous year.

¹ *ERIC Digest* # ED438152, 1999 ERIC Clearinghouse on Rural Education and Small Schools, Charleston, WV.

**EXHIBIT 2-5
WYOMING COUNTY SCHOOLS AND PEER DISTRICTS
PERCENTAGE OF CLASSES TAUGHT BY HIGHLY-QUALIFIED TEACHERS
2009-10 and 2010-11**

DISTRICT	PERCENTAGE OF CLASSES TAUGHT BY HIGHLY-QUALIFIED TEACHERS	
	2009-10	2010-11
Wyoming County	95.8%	94.2%
Hancock County	100.0%	100.0%
Mason County	86.9%	92.5%
Nicholas County	89.0%	96.7%
Upshur County	96.0%	93.6%
Peer Average	93.5%	95.4%

Source: West Virginia Department of Education website, 2011.

A part of the WCS recruiting efforts and consistent with West Virginia state policy regarding teacher certification, teachers who are teaching out-of-field may apply to the state for tuition reimbursement for up to 15 semester hours. If state funding for tuition reimbursement is depleted, due to limited funding allocated by the state during the school year or a June coursework ending date, then the core teacher is eligible to apply for tuition reimbursement through the Title I, Title II, or special education programs of WCS. **Exhibit 2-6** displays the number of teachers receiving tuition reimbursements for the past two years.

**EXHIBIT 2-6
WYOMING COUNTY SCHOOLS
TUITION REIMBURSEMENT
2009 – 2011**

SCHOOL YEAR	REIMBURSEMENTS PAID BY STATE OF WEST VIRGINIA	REIMBURSEMENTS PAID BY WYOMING COUNTY SCHOOLS
2009-10	7	22
2010-11	5	24
Total	12	46

Source: Wyoming County School District, 2011.

WCS works with Regional Education Service Agency (RESA) 1 and Concord University in offering classes at a reduced rate for certification in the areas of reading specialization, world languages, and administration.

The district posts vacancy notices in the local newspapers, in all school board facilities, on the automated phone system, and online with the West Virginia State Job Bank. When posted positions receive no certified applicants, the school district uses retired teachers who are certified as long-term substitute teachers to fill the positions for the school year.

Despite the efforts to attract, recruit, and retain teachers, the district has been unable to do so and, as a result, has had to hire teachers in substitute positions.

RECOMMENDATION 2-8:

Evaluate and refine teacher recruitment by developing a plan to increase the available pool of qualified applicants for teaching positions.

Having an available pool of highly qualified applicants for teaching positions allows a school district to make its choices in a timely manner and minimize the likelihood of using substitute teachers until the acquisition of a qualified teacher.

FISCAL IMPACT

This recommendation can be implemented within existing resources.

2.6 Staff Evaluation and Performance Criteria

The key purposes of a performance evaluation system are to promote continuous employee and organizational improvement, increase productivity, and to accomplish both in an effective and efficient manner. A quality performance evaluation system has two major dimensions: the first spans the employee's entire career and is designed to provide growth, development, and support for increased performance; the second provides a systemic approach to continual organizational growth and development.

FINDING

The evaluation process for service personnel is ineffective.

In WCS, the purpose of professional evaluation is twofold:

- To promote professional growth and development and assure quality performance in Wyoming County schools, and
- To provide evaluation data as one basis for sound personnel decision-making.

The WVDE sets the criteria and process for evaluation of professional employees. For evaluation purposes, the professional employee group includes classroom teachers, administrators, professional support personnel, and athletic coaches.

Consultants conducted interviews and a review of school board policy 3100.1 and determined that the staff evaluation practice in the district is consistent with the WVDE policy for the evaluation of professional employees.

A review of the personnel evaluation forms for service personnel revealed that the documents were developed based on the performance standards required by the WVDE. A closer examination of the evaluation forms for AIDE II (**Exhibit 2-7**) and AIDE IV (**Exhibit 2-8**) seems to indicate that "Section 3: Performs duties efficiently and

productively” (see underlined areas) has indicators/performance standards that are generally considered to be job qualifications, rather than duties to be performed efficiently and productively by the aides. However, if they were to be considered in the evaluation process, then a more appropriate place would be in “Section 2: Maintains and/or upgrades skills.”

**EXHIBIT 2-7
AIDE II EVALUATION FORM
2011**

Wyoming County Schools PERSONNEL EVALUATION AIDE II PERFORMANCE STANDARDS	RATING		
	Exceeds	Meets	Does Not Meet
<p>The following Performance Standards will be evaluated as EXCEEDS PERFORMANCE STANDARD, MEETS PERFORMANCE STANDARD, OR DOES NOT MEET PERFORMANCE STANDARD</p> <ol style="list-style-type: none"> 1. Maintains positive work habits <ol style="list-style-type: none"> a. Attendance (___ days absent) b. Efficiency c. Attitude d. Cooperation e. Appearance f. Adaptability 2. Maintains and/or upgrades skills <ol style="list-style-type: none"> a. Attends required county in-service and training sessions related to specific job 3. <u>Performs duties efficiently and productively</u> <ol style="list-style-type: none"> a. <u>Completed a training program approved by the state board of education</u> b. <u>Holds a high school diploma</u> c. <u>Has received a general educational development a certificate.</u> <p align="center">OVERALL RATING</p>			

Source: WCS Human Resources Department, 2011.

**EXHIBIT 2-8
AIDE IV EVALUATION FORM
2011**

Wyoming County Schools PERSONNEL EVALUATION AIDE IV PERFORMANCE STANDARDS	RATING		
	Exceeds	Meets	Does Not Meet
<p>The following Performance Standards will be evaluated as EXCEEDS PERFORMANCE STANDARD, MEETS PERFORMANCE STANDARD, OR DOES NOT MEET PERFORMANCE STANDARD</p> <ol style="list-style-type: none"> 1. Maintains positive work habits <ol style="list-style-type: none"> a. Attendance (___ days absent) b. Efficiency c. Attitude d. Cooperation e. Appearance f. Adaptability 2. Maintains and/or upgrades skills <ol style="list-style-type: none"> a. Attends required county in service and training sessions related to specific job 3. <u>Performs duties efficiently and productively</u> <ol style="list-style-type: none"> a. <u>Holds a high school diploma</u> b. <u>Has received a general educational development a certificate.</u> c. <u>Has completed six semester hours of college credit at a higher educational institution or</u> d. <u>Has completed 15 semester hours of college credit at a higher educational institution and successfully completed an in-serve training program determined by the state board to be the equivalent of three hours of college credit</u> <p align="center">OVERALL RATING</p>			

Source: WCS Human Resources Department, 2011.

Consultants found that the job descriptions for these positions also placed the indicators/performance standards under the same criteria. These indicators/performance standards in the Aide II and Aide IV evaluation forms, along with any other evaluation forms and/or job descriptions in the job description notebook, would be more appropriately placed under Section 2 on the form where it addresses maintaining and upgrading skills.

RECOMMENDATION 2-9:

Conduct an overall review of the evaluation process for service personnel and update policies and procedures for implementing service personnel evaluations.

During the review, revise all district-created evaluation forms to match the revised job descriptions for service personnel with performance standards and indicators that accurately reflect the duties and responsibilities of each position.

Implementing this recommendation will provide written policies and procedures for the annual evaluation of service personnel and ensure that job descriptions and corresponding evaluation forms appropriately reflect the duties, responsibilities, and performance standards for all service employees. The revised evaluation forms will clearly identify behaviors expected of service employees and serve as a guide for them and their immediate supervisor to monitor job performance with a high degree of specificity and provide both with data substantiating a need for training and development to improve job performance.

FISCAL IMPACT

WCS can implement this recommendation with existing resources.

2.7 Professional Development

According to the WVDE, schools exist to facilitate student learning. 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. The WVDE requires all full-time employees of school districts to annually receive a minimum of 18 hours of professional development each school year.

Professional development for instructional and administrative personnel can have a profound impact on student achievement. Some characteristics of effective professional development, as identified by the Council for School Performance (1998),² are as follows:

- Long-term programs are embedded throughout the school year.
- Program offerings provide active learning activities such as demonstration, practice, and feedback.
- Collaborative study of student learning via professional learning communities is an integral part of the program.
- Administrative support for continuing collaboration to improve teaching and learning is apparent.

² Council for School Performance. (1998). *Staff development and student achievement: Making the connection in Georgia schools*. Atlanta: School of Policy Studies, Georgia State University.

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

- **Awareness/Exploration:** Describes professional development activities that address those first stages of concern/interest/understanding regarding an innovation.
- **Skill-Building Activities:** Describes activities designed to help participants build and apply specific instructional skills; generally, these activities are assumed to include follow-up coaching and support.
- **Program Improvement:** Improved performance requires both individual and team development coupled with systematic change. Program improvement occurs when individuals or teams engage in a continuous, collaborative, problem-solving process. The process involves reflection and refocusing instructional practice to improve student learning.
- **Strategic Planning/Systems:** Effective professional development and change initiatives must acknowledge that complex, interdependent relationships exist among the various aspects of an educational system. All professional development activities must share common elements and a comprehensive approach to change that facilitates effective operation and integration of all components of the system.

FINDING

WCS adopted a “Five-Year Strategic Plan Projected Professional Development 2010-2011” document containing seven major goal statements:

1. All students in Wyoming County will achieve proficiency in reading/language arts.
2. All students in Wyoming County will achieve proficiency in mathematics.
3. All students in Wyoming County will achieve proficiency in science.
4. All students in Wyoming County will achieve proficiency in social studies.
5. Wyoming County Schools will close the achievement gap by providing equity in quality for 21st century learners.
6. Wyoming County Schools will graduate all students with high school diplomas ready for post-secondary education and careers.
7. Wyoming County students will use 21st century technology tools to develop learning skills that support student mastery and beyond of West Virginia 21st Century and Wyoming County Content Standards and Objectives (CSOs), to enhance student learning, and to prepare students for higher education and the workplace.

In addition to the above goals, the plan commits to compliance with federal regulations for special education, indicating that WCS will “meet the guidelines as set forth to ensure students with disabilities and/or exceptionalities receive a free and appropriate education.” To do so, the district identified the following professional development topics or activities with targeted audiences ranging from 15-90 special education teachers and professionals:

- New textbook adoption in mathematics.
- Response to Intervention (RTI) and Individual Education Program (IEP) Training.
- Implementation of the Early Childhood Environment Rating Scale–Revised (ECERS-R) and other test analysis staff development activities.

Also included in the plans was a commitment to compliance with federal Title I regulations, indicating that, “the district will implement the Title I programmatic requirements, as defined by NCLB.” In support of this commitment, the district identified trainer-led activities including, but not limited to, test analysis, parent involvement, LEA Title I requirements, Professional Learning Communities (PLC) and instructional strategies for improvement, and summer workshops.

In reference to Title IV, the district indicated that it will “implement the Title IV programmatic requirements through a conference and training in the area of Prevention Skills for teachers and professional staff working in prevention.”

In order to implement the professional development strategic plan for the 2009-10 school year, the district expended approximately \$715,021. For the 2010-11 school year, the district expended \$547,302, which is \$176,719 less than the prior year. The difference can be attributed in part to overall budget reductions. The expenditures included federal, state, and local funds.

The scheduling of staff development begins with a committee conducting a needs assessment to determine what topics have preference by the respondents. Upon review of the data, professional development is then strategically scheduled for the school year. As shown in **Exhibit 2-9**, the professional development activities extend throughout the school year and address topics of critical importance for improving student achievement in science. It identifies the targeted audience, the mode of delivery, and the source of funding. Consultants reviewed similar plans that defined the professional development activities for the other core content areas – language arts, math, and social studies.

**EXHIBIT 2-9
WYOMING COUNTY SCHOOLS
STAFF DEVELOPMENT – SCIENCE
2010-11**

DATE	TOPIC	AUDIENCE	MODE	FUNDING
On-going July 1, 2010 through June 30, 2011	Improvement in Science Proficiency for all subgroups, and low SES	Administrators, Teachers, and Counselors	Trainer-Led Learning Community Coaching	Title II County Funds ARRA
	Rigorous Standards-based Science Curriculum		Trainer-Led Coaching	
	Analyze Science Achievement Data Analysis and Trends		Trainer-Led Learning Community Coaching	
	Science Student Progress Monitoring (SPM)		Trainer-Led Learning Community Coaching	
	Science Mapping and Pacing Guide		Trainer-Led Coaching	
	21 st Century Learning Skills and Technology Tools			
	ACT EXPLORE/PLAN			RESA - 1
	TechSteps		Trainer-Led	Title II County Funds
Summer Credit Recovery for At-Risk Students				

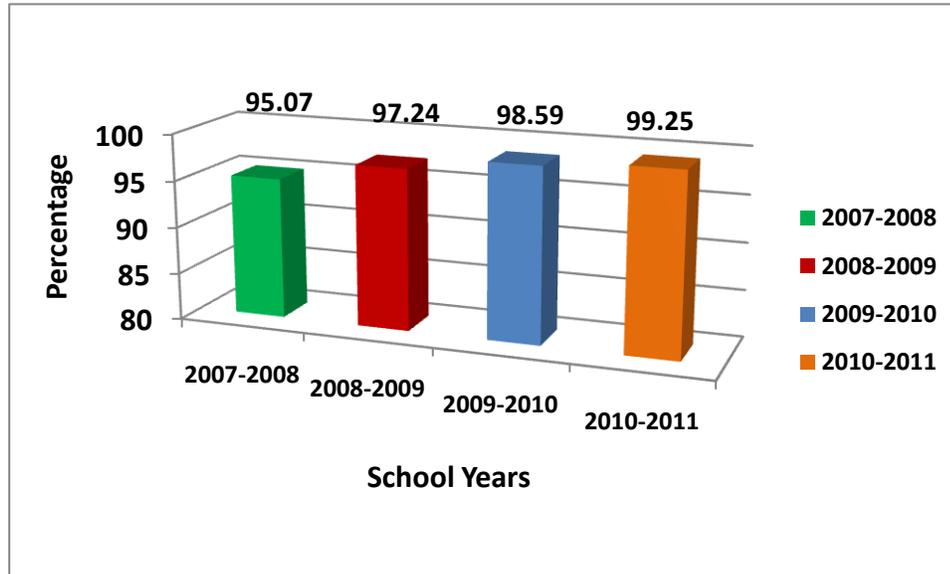
Source: WCS Staff Development, 2011.

A summer 2011 professional development program began on August 1 and extended through August 10, 2011, for all professional employees. The program offerings were hosted by various schools in the district with teachers and instructional aides being compensated for their participation. Some of the topics addressed in the program included the following:

- Mimio Interactive Whiteboard
- Teacher Desk Reference
- Implementation of Kindergarten Common Core Standards
- Glencoe Math
- ThinkCentral
- TechSteps
- Data Analysis

Professional development for teachers of core academic subjects has seen continued growth in terms of participation. **Exhibit 2-10** illustrates the percentage point increase in professional staff participation from the 2007-08 through the 2010-11 school years. The 4.18 percent increase places the district at nearly 100 percent participation in professional development.

**EXHIBIT 2-10
WYOMING COUNTY SCHOOLS
PROFESSIONAL DEVELOPMENT FOR CORE TEACHERS
2007-08 THROUGH 2010-11**



Source: WCS Staff Development, 2011.

The school district utilizes a very detailed monitoring and tracking system for staff participation in training activities. The system tracks the participation of each professional staff member by collecting such information as work site, position, training activity, date, and clock hours in order to accurately monitor each person's progress in meeting the 18-hour annual state training requirement.

Service personnel participate in training throughout the year in order to meet the 18-hour annual training required by WVDE. Though not as extensive as that of the professional staff, service personnel have ample offerings from which to choose, some of which are required. Among the training made available to service personnel at the beginning of the current school year were the following:

- Retirement Plus
- Conflict Resolution
- Bullying, including Cyber Bullying (Multi Cultural)
- Self Esteem
- Other position-specific training (bus drivers, food service workers, maintenance and custodial workers, and secretaries)

COMMENDATION 2-A:

WCS provides an array of well-organized professional development activities systematized and focused on the relevant and required skill building needs of the

district and utilizing an effective tracking system for monitoring professional development participation.

Having a well thought-out strategic plan that not only meets the state's minimum requirements but also addresses needs and preferences of the state, school district, and individual staff members contributes to the overall purpose of professional development: to ultimately improve student achievement.

2.8 Employee/Labor Relations

Employee relations refers to the general management and planning of activities related to developing, maintaining, and improving employee relationships by communicating with employees, processing grievances, and handling disputes. Employee relations functions in the currently economically depressed era require extensive cooperation to ensure that school districts remain fiscally stable, fully staffed, and productive.

FINDING

The district does not have a collective bargaining agreement with either the West Virginia Education Association (WVEA) that represents teachers or the West Virginia School Service Personnel Association (WVSSPA) that represents service workers. The collegial relationship that management has developed with these organizations contributes to the employee associations not seeing a need to negotiate an agreement.

In addition, some WCS employees are members of the National Education Association (NEA) and others are members of the American Federation of Teachers (AFT). During interviews with district and union officials, both groups described the relationship as being collegial in that both entities try to work together to resolve complaints before they become official grievances.

The collegial relationship appears to work well. According to the information provided to Consultants, there have been four grievances filed within the last three years. Two were resolved and two are still pending resolution. One of the resolved grievances concerned compensation for work performed by an employee during planning time and duty-free lunch periods; it cost the school district \$6,294.75 to resolve. The other resolved issue concerned a service worker who was protesting a five-day suspension; it was dismissed and stricken from the dockets of the West Virginia Employees Grievance Board. There is no way to determine the potential fiscal impact of the two pending and unresolved grievances, as no summary judgment has been issued.

COMMENDATION 2-B:

WCS has established and cultivated a collegial working relationship with its employees and their associations.

Establishing and maintaining collegial relationships allows for smooth resolution of complaints and disputes and minimizes the risk of having to expend funds in the investigation and settlement of official grievances or litigation.

RECOMMENDATION 2-10:

Ensure that administrators and supervisors have a full understanding of school board policies regarding employee working conditions and compensation by annually reviewing policies that relate, in any way, to working conditions and compensation.

Implementing this recommendation will inform new managers/supervisors and reiterate to veteran managers/supervisor the importance of following policies and procedures governing working conditions. This will minimize the risk of having an unfair labor practice or grievance filed against the school board.

FISCAL IMPACT

This recommendation can be implemented within existing resources.

2.9 Employee Compensation and Benefits

One of the keys to being competitive in recruitment efforts is salary. According to a research review published by the Education Commission of the States (ECS) 2008,³ salary increases and financial incentives can play significant roles in teacher recruitment and retention. It also found evidence that the relative difference between salary levels in neighboring school districts is more important to teachers than absolute salary or even the salary differences in their own district. Having an attractive salary and incentive for teachers in many instances is the deciding factor for accepting a teaching position with a school district. This is not to say that other factors contribute to the decision.

FINDING

WCS compensates its professional and service employees based on the requirements of the WVDE with the option of adding on a local supplement; the district did not exercise that option for the current school year. However, WCS offers a yearly \$1,200 benefit that reimburses employees out-of-pocket expenses for dental, optical and medical services, rather than offer a local supplement.

Exhibit 2-11 displays the average salaries for WCS and the comparison peer districts for the 2010-11 school year. The exhibit illustrates no statistically significant difference in the salaries. This is largely due to West Virginia's state-mandated salary schedules.

³ Education Commission of the States. *Improving Teacher Quality*. 2008. Other studies provide evidence that working conditions may ultimately be more important to teachers than compensation.

**EXHIBIT 2-11
WYOMING COUNTY SCHOOLS AND PEER DISTRICTS
AVERAGE CONTRACTED TEACHER SALARIES
2010-11**

DISTRICT	AVERAGE SALARY
Wyoming County	\$43,722
Hancock County	\$43,892
Mason County	\$43,648
Nicholas County	\$43,837
Upshur County	\$43,923
Peer Average	\$43,804

Source: WVDE website, 2011

Exhibit 2-12 displays the number of instructional personnel and the average salaries for WCS and the peer districts for the 2009-10 and 2010-11 school years. Data for this exhibit were reported by districts to the WVDE. 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.

**EXHIBIT 2-12
WYOMING 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
Wyoming County	362.0	\$45,918.43	340.5	\$43,932.51
Hancock County	336.0	\$47,448.59	323.5	\$44,551.01
Mason County	364.5	\$45,280.47	318.8	\$44,007.61
Nicholas County	330.3	\$45,026.61	309.5	\$44,155.99
Upshur County	320.8	\$45,502.46	304.5	\$44,516.95
Peer Average	342.7	\$45,835.31	319.4	\$44,232.81

Source: WVDE website, 2011

WCS had the second highest number of instructional personnel among the peer districts for the 2009-10 school year, and the highest number of instructional personnel for 2010-11. The average salary for WCS was nearly \$2,000 less than for 2009-10; however, all districts had a lower average salary for 2010-11, compared to the previous year. All peer districts experienced a reduction in the number of instructional personnel, as well as the average teacher salary, as compared to the previous year.

Exhibit 2-13 details the number of staff and the average salaries for professional staff categories at WCS and peer districts for the 2010-11 school year. WCS paid principals more than \$4,300 more than the peer district average; however, they paid assistant principals more than \$3,700 less than the peer district average. WCS paid classroom teachers only slightly more than the peer district average.

**EXHIBIT 2-13
WYOMING COUNTY SCHOOLS AND PEERS
AVERAGE SALARIES FOR PRINCIPALS, ASSISTANT PRINCIPALS, AND
TEACHERS
2010-11**

DISTRICT	PRINCIPALS	AVERAGE SALARY	ASSISTANT PRINCIPALS	AVERAGE SALARY	CLASSROOM TEACHERS	AVERAGE SALARY
Wyoming County	14	\$74,025.30	4	\$57,889.69	327	\$44,577.41
Hancock County	9	\$79,591.44	9	\$65,873.53	296	\$45,579.13
Mason County	9.5	\$68,633.09	9	\$63,414.97	320	\$44,009.77
Nicholas County	12.5	\$62,083.42	3	\$60,917.44	296.25	\$43,967.12
Upshur County	11	\$64,012.13	3.5	\$60,027.04	287.3	\$44,368.10
Peer Average	11.2	\$69,669.08	5.7	\$61,624.53	305.3	\$44,500.31

Source: WVDE website, 2011.

Note: Salaries shown are based on data provided from the state and may not reflect actual, individual salaries.

RECOMMENDATION 2-11:

Examine the salaries of all employees in comparison with peer and/or surrounding school districts in an attempt to maintain competitiveness.

Examining the salaries of all employees should reveal whether or not inequities exist within the district's salary schedules that fall within the purview of the school board and allow the board to adjust salaries commensurate with the findings.

FISCAL IMPACT

The examination of the salaries can be achieved within existing resources.

3.0 *FINANCIAL MANAGEMENT*

3.0 FINANCIAL MANAGEMENT

This chapter reviews the financial management and business operations of Wyoming County Schools (WCS). It includes the functions of accounting, budgeting, payroll, internal controls, financial reporting, purchasing, warehouse management, fixed asset inventory, and risk management. This chapter is organized into five sections, as follows:

- 3.1 Financial Services Overview
- 3.2 Financial Structure, Accounting, Internal Controls, and Financial Reporting
- 3.3 Budget Development Management
- 3.4 Purchasing, Warehouse Management, and Inventory Control
- 3.5 Risk Management

CHAPTER SUMMARY

In preparing this chapter, MGT of America, Inc. (MGT), reviewed available district documents and data and interviewed staff members in the business management department. The consultants also reviewed the pertinent data available on the West Virginia Department of Education (WVDE) website, the West Virginia State Auditor's website, and the relevant West Virginia State Statutes.

As of January 2011, the district has a credit score percentile of 88, a Paydex Score of 76, a financial stress score of 3, and a Dun and Bradstreet (D&B) rating of ER2. As of September 2011, the percentile score is better than 90 percent of businesses in the D&B database. The district's commercial credit score has also improved from 83 to 91.

Revenues for WCS come from three main sources and several smaller ones:

- West Virginia general state aid funding formula (43%). The West Virginia funding formula provides aid to local school districts based on the wealth per pupil of the district.
- Local area property taxes (35%), including the local excess levy.
- Operating Grants & Contributions (20%).
- Capital Grants and Contributions (1%).
- Unrestricted Grants and Contributions (1%).

WCS receives additional revenue from a local, voter approved excess levy. In 2010, the district received a total of \$8,674,381 from the excess levy. The excess levy funds were used for the following purposes:

- Instructional support:
 - Hiring of teachers (\$1,150,500)
 - Textbooks (\$1,175,000)
 - School libraries (\$225,000)
 - County library (\$51,000)

- School band and choral activities (\$100,000)
- Instructional support services (\$400,000)
- Social services support:
 - Accident insurance policy for students and providing instructional materials and training (\$457,000)
 - Support of the West Virginia (WVA) Extension Office and 4-H programs (\$49,000)
 - Immunization and health care needs of school age children (\$45,000)
 - Employee dental/vision/medical reimbursement (\$448,000)
- Operational support:
 - Hiring of service personnel (\$781,488)
 - Purchase/repair of furniture (\$425,000)
 - Maintenance/repair of facilities (\$800,000)
 - Operation, repair, and installation of school safety equipment (\$440,000)
 - Renovation of classroom labs (\$737,391)

Exhibit 3-1 shows the 2009-10 budget, including all funds, for WCS and selected peer districts. WCS had the largest revenue with over \$5.5 million more than the peer district average. It should be noted that the difference is based largely on the excess levy that WCS receives from the county voters. WCS also had the largest beginning balance of any of the districts and significantly higher expenditures.

**EXHIBIT 3-1
WYOMING COUNTY SCHOOLS AND PEER DISTRICTS
2009-10 BUDGET**

DISTRICT	TOTAL - ALL FUNDS		
	REVENUES	BEGINNING BALANCE	EXPENDITURES
Wyoming County	\$47,514,730	\$1,700,000	\$49,214,730
Hancock County	\$41,952,957	\$879,469	\$42,832,426
Mason County	\$47,296,215	\$388,232	\$47,684,447
Nicholas County	\$38,605,989	\$1,650,000	\$40,255,989
Upshur County	\$34,760,633	\$300,000	\$35,060,633
Peer Average	\$42,026,105	\$983,540	\$43,009,645

Source: West Virginia Department of Education website, 2011.

Exhibit 3-2 displays revenues per student in WCS and the peer districts for the 2009-10 school year. Actual revenues were not yet available from the WVDE for the 2010-11 year. WCS had the highest revenues per pupil, and Upshur County had the lowest. WCS had just over \$1,200 more in revenue per pupil than the peer district average. This difference is based largely on the revenues from the excess levy.

**EXHIBIT 3-2
WYOMING COUNTY SCHOOLS AND PEER DISTRICTS
REVENUES PER PUPIL
2009-10**

DISTRICT	NUMBER OF STUDENTS	TAXABLE REVENUE PER PUPIL
Wyoming County	4,161	\$11,419.07
Hancock County	4,311	\$9,731.60
Mason County	4,308	\$10,978.69
Nicholas County	4,042	\$9,551.21
Upshur County	3,825	\$9,087.75
Peer Average	4,129	\$10,153.66

Source: West Virginia Department of Education website, 2011.

Exhibit 3-3 displays expenditures per student in WCS and the comparison districts for the 2009-10 budget cycle. Actual expenditures were not yet available from the WVDE for the 2010-11 year. WCS spent \$1,400 more per pupil than the peer district average. This difference in expenditure is based largely on the excess levy.

**EXHIBIT 3-3
WYOMING COUNTY SCHOOLS AND PEER DISTRICTS
EXPENDITURES PER PUPIL
2009-10**

DISTRICT	NUMBER OF STUDENTS	EXPENDITURE PER PUPIL
Wyoming County	4,161	\$11,827.62
Hancock County	4,311	\$9,935.61
Mason County	4,308	\$11,068.81
Nicholas County	4,042	\$9,959.42
Upshur County	3,825	\$9,166.18
Peer Average	4,129	\$10,391.53

Source: West Virginia Department of Education website, 2011.

Contained within this chapter are the following commendations for district financial management:

- Commendation 3-A** There has been long-term stability of the staff in the WCS business office.
- Commendation 3-B** The annual audits of the schools are completed within a timely fashion, well within the time frame required by WVDE.
- Commendation 3-C** The business office has prepared a comprehensive monthly financial report for the board of education.
- Commendation 3-D** WCS has implemented a safety program that has significantly reduced district costs.

Contained within this chapter are the following recommendations for district financial management:

- Recommendation 3-1** Structure the business manager/treasurer position as a direct report to the superintendent and indirect report to the board of education.
- Recommendation 3-2** Identify a district administrator and train that person to serve as the interim backup for the business manager/treasurer in the event of an unexpected long-term absence.
- Recommendation 3-3** Revise the job descriptions for the two secretary III positions and the computer operator/programmer position so they are comprehensive and match the daily functions of the staff.
- Recommendation 3-4** Cross-train the new secretary III for accounts payable with the secretary III in charge of payroll so that the responsibilities for payroll and accounts payable are interchangeable in the event of absence or departure of either employee.
- Recommendation 3-5** Update the Series 2000 section of the policy manual for all policies not revised since 2007.
- Recommendation 3-6** Create new policies to be added to the 2000 Series of the policy manual.
- Recommendation 3-7** Create an RFP/RFQ for contracted services of an auditor in order to enhance internal controls.
- Recommendation 3-8** Ensure that the WCS audit is completed for presentation to the board of education during the month of December following the end of the fiscal year.
- Recommendation 3-9** Complete and file the unaudited annual financial report in a timely fashion, as required by the State of West Virginia.
- Recommendation 3-10** Post the annual financial report for the current year and the previous two years on the WCS website.
- Recommendation 3-11** Develop and publish a structured budget process.
- Recommendation 3-12** Create, implement, and report formal performance measures for the business office.
- Recommendation 3-13** Mandate the use of the available software program to manage purchasing functions to replace the paper-intensive process currently used by all principals and department/program coordinators.
- Recommendation 3-14** Conduct a cost/benefit analysis of contracting with other districts and RESA 1 and create a purchasing agent position to maximize the efficiencies and savings of consolidated purchasing services, if financially appropriate.

Recommendation 3-15 Explore with RESA 1 the creation of an intrastate cooperative purchasing agreement or consider using purchasing cooperatives outside WCS, such as with other school districts, to reduce prices paid for goods and services.

3.1 Financial Services Overview

3.1.1 Business Office Background and Organization

The business office is responsible for the fiscal affairs of the district, including the following services:

- Budget preparation and monitoring
- Accounting
- Purchasing
- Accounts receivable and payable
- Payroll
- School accounting

The business manager/treasurer reports directly to the superintendent. That reporting relationship is not accurately reflected in the current organization chart (please refer to **Chapter 1.0, District Administration**).

FINDING

The business manager/treasurer has served in this capacity for 24 years. The business manager/treasurer presents a report on the status of the district financials and requests for the payment of invoices to the board on a monthly basis. A report of the school activity accounts is also provided monthly to the board, as verified by board agendas reviewed by consultants during the onsite visit.

The business manager/treasurer is assisted by a staff of three: two secretaries III who are responsible for payroll and accounts payable and one computer operator. The accounting staff has significant longevity in their positions.

- The computer operator has 24 years experience in the position and is responsible for inputting all changes or setting up the original deductions for payroll.
- The secretary III responsible for payroll has 10 years of experience in the position, and previously served as a school secretary for 32 years.
- The secretary III for accounts payable just replaced a retiree who had worked in the role for 30 years. The new secretary III had worked previously as a school secretary in the district for 30 years, and had been trained by the former secretary and the business manager/treasurer to ensure a smooth transition.

In addition to these business support staff, the district's technology coordinator writes special programs based on need. For example, the technology coordinator has written a program of daily rates of pay, payroll addenda, and time and attendance reports.

The business manager/treasurer is responsible for the district payroll using the state system. Payroll takes 20 percent of the business manager/treasurer's time. The district payroll is conducted twice monthly and the office processes two additional payrolls per month for special grants, stipends, and overtime. The checks are printed in-house and 82 percent of employees use direct deposit. Ten-month employees have the option of electing payroll either on a 10- or 12-month schedule, with 90 percent opting for the 12-month pay schedule.

COMMENDATION 3-A:

There has been long-term stability of the staff in the WCS business office.

FINDING

The organization chart shown in **Chapter 1.0**, and provided to consultants for the onsite visit, does not represent the business manager/treasurer as reporting to the WCS Board of Education (BOE). The job description indicates that the role of business manager/treasurer is accountable to the board.

RECOMMENDATION 3-1:

Structure the business manager/treasurer position as a direct report to the superintendent and indirect report to the board of education.

FISCAL IMPACT

This recommendation can be implemented with existing staff and resources.

FINDING

There are no additional staff trained to perform the duties of the business manager/treasurer, should the need arise.

Consultants interviewed the business manager/treasurer and all business office staff and reviewed all existing job descriptions during the onsite visit. Although the business office employees have significant longevity in their positions, neither of the secretaries has the necessary training to serve as business manager/treasurer. It is invaluable to have a strong, district succession plan in event of unexpected needs.

RECOMMENDATION 3-2:

Identify a district administrator and train that person to serve as the interim backup for the business manager/treasurer in the event of an unexpected long-term absence.

The superintendent should identify an administrator in the district to be trained as part of succession planning. In the alternative, should the district implement **Recommendation 3-7**, then that individual could be trained to handle the duties. The training could be incremental over the next six to eight months, as per **Recommendation 3-7**.

FISCAL IMPACT

WCS should be able to implement this recommendation of cross-training an identified administrator and, therefore, the implementation should have no overall fiscal impact. The fiscal impact for implementing **Recommendation 3-7** is included with that recommendation.

FINDING

The job descriptions for the two secretary III positions and the computer operator/programmer position are not written in a manner that are either comprehensive and/or match the daily functions of the staff.

RECOMMENDATION 3-3:

Revise the job descriptions for the two secretary III positions and the computer operator/programmer position so they are comprehensive and match the daily functions of the staff.

FISCAL IMPACT

The district can implement this recommendation over time with existing staff and resources.

FINDING

Two business office employees are classified as secretary III. One is in charge of accounts payable, the other handles payroll. There has been no cross-training of these positions.

The business office staffing is already small. An emergency or even a planned absence would cause difficulty in maintaining normal operations. There is a need to assure that the new person in the position of secretary III in charge of accounts payable has the knowledge to perform the other duties of the secretary III in charge of payroll, should the need arise.

RECOMMENDATION 3-4:

Cross-train the new secretary III for accounts payable with the secretary III in charge of payroll so that the responsibilities for payroll and accounts payable are interchangeable in the event of absence or departure of either employee.

FISCAL IMPACT

This recommendation can be implemented with existing resources and staff. The business manager/treasurer should create a plan and define the specific learning tasks to accomplish this work over the next six to nine months.

3.1.2 Policies and Procedures

Formal policies and procedures are necessary to ensure staff have a clear understanding of what should be done, how it should be done, who should do it, and when it should be done. Sound financial management policies and procedures help organizations minimize the risk of violating state or local ordinances; establish controls that can deter theft and other losses; help ensure continuity of operations; help ensure staff are accountable; and can be used to educate or cross-train staff. Common financial management policies and procedures include budgeting, purchasing, payroll, travel, accounts receivable, accounts payable, fixed assets, and ethics.

FINDING

WCS financial policies are outdated. Important policies, such as the districts fiscal control, authority to invest, and purchasing practices, should be reviewed annually and updated at least every two years.

As shown in **Exhibit 3-4**, there are seven policies that have not been updated since prior to 2007.

**EXHIBIT 3-4
SERIES 2000 FINANCE POLICIES
TABLE OF CONTENTS**

POLICY NUMBER	TITLE OF POLICY	DATE OF LAST REVISION
2001	Payroll Practice Policy	2010
2002	Accrual Accounting Policy	1997
2003	Authorization of Funds Expended, Obligations, Incurred	1982
2004	Fiscal Control	1983
2005	Policy to Implement Treasurer Function	2010
2006	Authority to Invest	1982
2007	Voluntary Payroll Deductions	2010
2008	Purchasing practices	1997
2009	WVBOE Manual of Financial Records	1989
2010	Semimonthly payroll policy	2010
2011	Wage and Hour Regulations	2010
2100	Extracurricular Activity Funds Levy	2010
2200	Sale of Soft Drinks	1997

Source: WCS Policy Manual, 2011.

RECOMMENDATION 3-5:

Update the Series 2000 section of the policy manual for all policies not revised since 2007.

FISCAL IMPACT

This recommendation can be implemented with existing resources and staff.

FINDING

Not only are WCS' policies out-of-date, they are also incomplete.

WCS has no policy regarding targeted annual fund balances. Reserving available funds that could cover the district's operating costs for two to three months is generally accepted business practice. The BOE, in fulfilling its fiduciary due diligence, should establish a local policy with regards to fund balance reserves as well as the amounts to be allocated to offsetting local tax levies and maintaining the budget at desirable levels.

There is no policy or procedure describing the budget development process. The board should direct the superintendent to create a policy and procedures that define a planned process for the development of the annual budget. For example, the Bellingham (WA) school district has a clearly defined budget development process. The goals are defined in policy and the activities used to accomplish the goals are defined in administrative procedures. The documents make clear how and when public input is processed and how the priorities for spending are established.

WCS has no policy on encouraging direct deposit of paychecks for all employees. All checks are processed and printed in the business office. These checks are routed to Mercer County for sorting and then sent back to Wyoming County for delivery. The district has an 82 percent participation rate in direct deposit, and only mails 18 percent of the checks. It would be cost effective and more efficient for the district to have more employees take advantage of this direct deposit option.

The district does not have a policy on establishing/identifying the official signatories for all checks. Typically, there are two signatures: the board president and the treasurer. In some districts, a third signatory, the board secretary, is required.

Highly effective school districts have a comprehensive set of policies that support business and financial operations. There are several new policies that should be added to the 2000 Series section of the policy manual. These policies will ensure that financial activities support the stated goals of the district.

RECOMMENDATION 3-6:

Create new policies to be added to the 2000 Series of the policy manual.

The new policies should include, but not be limited to:

- Policy setting a target for the district to maintain a fund balance of 3 percent, as recommended by the state.

- Policy detailing the annual budget development procedure/timelines.
- Policy recommending direct deposit of paychecks so as to increase the current participation rate.
- Policy regarding the identification of the official signatories for checks.

FISCAL IMPACT

This recommendation can be implemented with existing resources and staff.

3.2 Financial Structure, Accounting, Internal Controls, and Financial 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).

3.2.1 Financial Structure

In effective organizations, accounts are organized within various funds with each considered as a separate entity. Each fund contains a separate, self-balancing set of accounts used to manage 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** – These 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** – These funds 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** – These 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** – These 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.

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 WCS are noted below:

- **General Current Expense Fund (Used by WCS)** – 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 WCS)** – Accounts for the general operations of the county board of education
- **Excess Levy (Optional, but required if identified in the levy call) (Used by WCS)** – Accounts for the proceeds and expenditure of excess levy monies if required in the levy call to be accounted for in a separate fund.
- **Debt Service Fund (Used by WCS)** – Accounts for the accumulation of resources for, and the payment of, general long-term debt, principal and interest.
- **Bond Construction Fund (Used by WCS)** – Accounts for the financial resources used to acquire or construct major capital facilities.

- **Permanent Improvement Fund (Used by WCS)** – 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 WCS)** – 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 WCS)** – 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**– Accounts for the financial resources received through the American Recovery and Reinvestment Act (ARRA). Activities in this fund were completed in 2010-2011.

3.2.2 Accounting Services

The financial activities of WCS are required to be in compliance with rules promulgated by the 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 that contains the *Handbook for School Finance in West Virginia*. The introduction of the *Handbook* 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 that 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 Board 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 is out-of-date.

The basic accounting services provided by the finance department 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 WCS 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 WCS 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 WCS.

Each elementary/middle school has a secretary that handles all secretarial duties. The secondary schools have a secretary that receives visitors, answers phone calls, and other typical secretarial duties. Each secondary school also has a secretary that handles the financial component for the school. These accounts are maintained by local software (ISAC). 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.

WCS employs an accounting firm, the Fyffe Jones Group, to annually complete the previous school year student activity fund audits for every school. They issue their report prior to the end of March.

COMMENDATION 3-B:

The annual audits of the schools are completed within a timely fashion, well within the time frame required by WVDE.

3.2.3 Internal Controls

FINDING

WCS does not maintain a set of internal control structure documents.

There is a need to enhance internal controls in the district. These types of documents should contain detailed procedures with an emphasis on the internal control practices that help to ensure the proper safeguarding of assets. Developed documents should include cash receipts and disbursements, payroll, and accounting for all programs, including federal programs.

For the past three years (2008-10), WCS has received management letters describing control deficiencies as part of the external single audits conducted by the West Virginia State Auditor. In addition, while onsite, consultants identified a miscoding of expenses in

the legal services budget that misrepresented the amount expended last year. The error was corrected by the business manager/treasurer during the onsite visit. However, this example of lack of internal controls would have been identified in the upcoming single audit identified in the management letter. These examples make clear that the district is in need of ensuring that regular internal controls are in place in advance of the annual single external audit.

For the school year ending June 2010, nine of the 14 schools were completely in compliance with the *Accounting Procedures Manual for Public Schools in the State of West Virginia*. Four schools had findings cited that violated the *Manual*. One school was cited for items of noncompliance.

The business manager/treasurer has all-encompassing responsibilities, which do not permit time for the needed internal controls, and expertise that an independent internal controller could provide.

RECOMMENDATION 3-7:

Create an RFP/RFQ for contracted services of an auditor in order to enhance internal controls.

The size of the district and its budget does not warrant a full-time position for an internal auditor. A suitable option for the district to accomplish the goal of enhancing internal controls at a nominal cost would be to engage the services of an independent certified public accountant (CPA) to serve on contract as an internal auditor.

The district should develop a RFP/RFQ including the scope of work required, amount of time, and hourly fee it expects to pay. Once selected, the contracted services should administratively report jointly to the board of education and the superintendent.

FISCAL IMPACT

It is estimated that a total of 120 hours for the first year would be adequate. In following years, the number of hours should be reduced to 80 hours in year 2, and to 40 hours in years 3-5. Although an hourly rate will be set by the district, for purposes of this recommendation, the rate is set at \$75 per hour. The five-year cost is estimated at \$24,000. The district can determine if the need exists for the services after the first year.

RECOMMENDATION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Contract for Internal Auditor	(\$9,000)	(\$6,000)	(\$3,000)	(\$3,000)	(\$3,000)

3.2.4 Financial Reporting

WCS 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 business office of WCS include the following:

- **Annual Financial Report** – This is the audited annual financial report that must comply with GAAP for governmental entities as established 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.

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 Annual Financial Report (AFR) 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.

FINDING

For the past three years, the AFR for WCS has not been completed in a timely manner.

In addition, this district is consistently late in completing and filing the unaudited annual financial report.

The reports for the years ending June 30th of 2008, 2009, and 2010 were completed in March of 2009, 2010, and 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.

The GFOA best practice document, *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 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.

The schedule for the annual audit is such that the WCS BOE receives the audit in March, nine months after the close of the fiscal year. This appears to be a statewide issue found in other school districts. Harrison County, for example, has experienced the same timeline for receiving completed audits in March, nine months after the close of the fiscal year.

RECOMMENDATION 3-8:

Ensure that the WCS audit is completed for presentation to the board of education during the month of December following the end of the 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.

The superintendent should recommend implementation of this action as soon as the BOE accepts and approves this report.

RECOMMENDATION 3-9:

Complete and file the unaudited annual financial report in a timely fashion, as required by the State of West Virginia.

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 AFR for WCS 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 WCS.

The GFOA best practice website document *Presentation of Official Financial Documents* states:

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

RECOMMENDATION 3-10:

Post the annual financial report for the current year and the previous two years on the WCS website.

Placement of the AFR on the website will benefit WCS 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 WCS 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.

FISCAL IMPACT

This recommendation can be achieved by regular uploading of documents to the website by the technology coordinator at no additional cost to the district.

3.3 Budget Development Management

A key responsibility of state and local governments is to develop and manage programs, services, and their related resources as efficiently and effectively as possible and to communicate the results of these efforts to the stakeholders. Performance measurement, when linked to the budget and strategic planning process, can assess accomplishments on an organization-wide basis. When used in the long-term planning and goal setting process and linked to the entity’s mission, goals, and objectives, meaningful performance measurements can assist government officials and citizens in identifying financial and program results, evaluating past resource decisions, and

facilitating qualitative improvements in future decisions regarding resource allocation and service delivery. The GFOA recommends that program and service performance measures be developed and used as an important component of long term strategic planning and decision making, which should be linked to governmental budgeting.

FINDING

West Virginia is very prescriptive regarding expectations for budget development. The district follows the calendar for budget development established by the state. **Exhibit 3-5** shows the state budget development calendar for the 2011-12 year.

**EXHIBIT 3-5
BOARD OF EDUCATION
LEVY AND BUDGET CALENDAR
2011-12 FISCAL YEAR**

<u>Date</u>	<u>Requirement</u>	<u>Code Reference</u>
January 12, 2011	Legislature convenes for regular day session	60 Const. Art. 6 22
February 15, 2011	The tax commissioner is required to submit to the Legislature a preliminary statewide aggregate tax revenue projection to assist the Legislature in establishing the regular levy rates for boards of education.	WVC §11-1C-5(4)
March 3, 2011	County assessors are required to issue to all levying bodies certificates of valuation certifying the assessed valuation of all property in the county by March 3 rd of each year. A copy is to be provided to the Department of Education and one to the state auditors office (certificates are used to calculate local share).	WVC §11-3-6
March 7-28, 2011	Each county board is required to hold a meeting or meetings to ascertain the fiscal condition of the board and determine the amount to be raised by the levy of taxes. The meeting is to then stand adjourned until the 3 rd Tuesday in April. Note: Per WVC §11-8-9, a county board may extend the time for holding this meeting until the first day of June if a special levy is being placed on the ballot for consideration during a primary election.	WVC §11-8-9 & WVC §11-8-12
March 12, 2011	Regular sixty day legislative session ends	Const. Art. 6 22

**EXHIBIT 3-5 (Continued)
BOARD OF EDUCATION
LEVY AND BUDGET CALENDAR
2011-12 FISCAL YEAR**

<u>Date</u>	<u>Requirement</u>	<u>Code Reference</u>
March 18, 2011	Projected release date of final computations for the 2010-11 year.	WVC §11-8-6f
No later than March 28, 2011	Each county superintendent is required to forward immediately one copy of the Schedule of Proposed Levy Rates (WVDE 11-20-36) to the state auditor and one copy to the State Board of Education. (<u>Do not submit a copy of the proposed budget at this time</u>).	WVC §11-8-12
	Each levying body is required to publish the Schedule of Proposed Levy Rates (WVDE 11-20-36) forthwith after submission to the state auditor as a Class II-O legal advertisement in compliance with the provisions of WVC §59-3-1 et seq.	WVC §11-8-12
April 08, 2011	Each county board is required to publish a notice of the budget hearing at least 10 days prior to the hearing.	WVC §18-5-4
	Notice of the budget hearing must be published as a Class I legal advertisement in compliance with the provisions of WVC §59-3-1 et seq.	WVC §18-5-4
April 08, 2011	This is also the latest date for making a copy of the proposed budget available for public inspection for the county boards that plan on holding the public hearing on the 3rd Tuesday in April.	WVC §18-5-4
	Each county board is required to make a copy of its proposed budget available for public inspection at least 10 days prior to holding the public hearing. This can be done by publishing the proposed budget document, by posting the proposed budget on the district's website or on the board's bulletin board, or by providing access to a copy of the proposed budget in the business office during normal business hours.	WVC §18-5-4
	Note: If the budget document is published at least 10 days prior to the budget hearing, the notice of the hearing may be included in the same publication as the proposed budget document.	

**EXHIBIT 3-5 (Continued)
BOARD OF EDUCATION
LEVY AND BUDGET CALENDAR
2011-12 FISCAL YEAR**

<u>Date</u>	<u>Requirement</u>	<u>Code Reference</u>
	Per WVC 11-8-12, the proposed budget must be published as a Class II-O legal advertisement in compliance with the provisions of WVC §59-3-1 et seq. NOTE: The statute, however, does not require that the proposed budget be published 10 days prior to the budget hearing. County boards may publish just the notice of the budget hearing at least 10 days prior to the hearing and publish the proposed budget after its adoption at the budget hearing.	WVC §11-8-12
April 19, 2011	Each levying body is statutorily required to reconvene the March meeting on the third Tuesday in April to officially enter all levies, after having received approval from the state auditor.	WVC §11-8-12a
April 22, 2011	Within 3 days after levies have been laid, each levying body is statutorily required to forward certified copies of the Levy Order and Rate Sheet (WVDE11-20-37) to the State Auditor. Copies of the Levy Order and Rate Sheet MUST also be forwarded to the Department of Education, Office of School Finance.	WVC §11-8-13
No later than May 20, 2011	Latest date for making a copy of the proposed budget available for public inspection.	WVC §18-5-4
No later than May 31, 2011	Each county board is statutorily required to hold a budget hearing concerning the proposed budget for the ensuing fiscal year not less than 10 days after the budget has been made available for public inspection, but no later than May 30th. Note: Since May 30th is a legal holiday this year, pursuant to the provisions of WVC §2-2-1, county boards have until May 31, 2011 to submit their proposed budgets.	WVC §18-5-4, WVC §18-9B-6, & WVC §18-9B-6a

**EXHIBIT 3-5 (Continued)
BOARD OF EDUCATION
LEVY AND BUDGET CALENDAR
2011-12 FISCAL YEAR**

<u>Date</u>	<u>Requirement</u>	<u>Code Reference</u>
	<p>After the hearing, the board must formally ADOPT its proposed budget for the subsequent year,</p> <p>PENDING approval by the State Superintendent.</p> <p>Per WVC §11-8-12, the proposed budget must be published as a Class II-O legal advertisement in compliance with the provisions of WVC §59-3-1 et seq.</p> <p>NOTE: The statute, however, does not require that the proposed budget be published 10 days prior to the budget hearing. County boards may wait until after the budget has been adopted at the hearing to publish in the newspaper.</p>	WVC §11-8-12
June 1, 2011	Each county board MUST submit its proposed budget electronically to the State Superintendent for approval by this date. Do not mail printed copies of the budget document. Also, do not mail copies of the proposed budget to the State Auditor's Office.	WVC §18-9B-6
June 30, 2011	The proposed budget will be reviewed and analyzed by the Office of School Finance and recommendations regarding its approval will be submitted to the State Superintendent of Schools. County boards will be notified immediately upon approval.	WVC §18-9B-6a

Source: West Virginia Statutes, 2011.

The district follows this state document and does not publish a separate calendar. The state defines the timeline, but does not prescribe how the budget should be developed. WCS does not have policy or procedure to define the budget development process.

Through interviews with the business manager/treasurer and other district officials, it appears that much of the budget is prepared by the business manager/treasurer. No budget development worksheets were provided and no opportunities for formal input were identified.

RECOMMENDATION 3-11:

Develop and publish a structured budget process.

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 WCS. 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.

The American Association of Business Officials (ASBO) and seven other state and local government associations, including GFOA, created the National Advisory Council on State and Local Budgeting (NACSLB) and charged it with developing a set of 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:

1. Incorporates a long-term perspective.
2. Establishes linkages to broad organizational goals.
3. Focuses budget decisions on results and outcomes.
4. Involves and promotes effective communication with stakeholders.
5. 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.

FISCAL IMPACT

WCS will need to allocate time for stakeholder input and feedback sessions and for board study sessions, but should be able to implement this recommendation with existing staff and, therefore, implementation should have no overall fiscal impact.

The superintendent should develop a draft budget development policy and comprehensive process for board review and approval prior to the start of the state's 2012-13 budget development schedule.

FINDING

The WCS business office does not have formal performance measures/metrics to help ensure good customer service and accountability. Without performance metrics, the organization cannot ensure it is providing adequate service levels to its customers and lacks a means for continuous quality/performance review and improvement. Performance measures should not only include systems and methodologies for measuring outputs, but should also attempt to measure outcomes.

RECOMMENDATION 3-12:

Create, implement, and report formal performance measures for the business office.

Performance measurement is an important cornerstone of efficient and effective organizations. Performance metrics should be constructed to encourage performance improvement, effectiveness, efficiency, and appropriate levels of internal controls. They should incorporate best practices related to the performance being measured and

cost/risk/benefit analysis, where appropriate. WCS should develop a focus group of internal staff and external customers to help identify metrics for measurement.

Examples of performance metrics for the business office include:

- Payroll accuracy.
- Elapsed time to approve and receive procured goods.
- Various cycle times for procurement bids and solicitations.
- Time to process reimbursements.
- Amount of penalties and interest paid on receivables.
- Number of audit exceptions.
- Customer satisfaction survey rankings.
- Cost savings and avoidances.

FISCAL IMPACT

This recommendation can be implemented with existing resources and staff.

3.4 Purchasing, Warehouse Management, and Inventory Control

School districts purchase large amounts of paper and custodial supplies, textbooks, and equipment, including technology. Effective districts have systems to manage the ordering, receiving, and distributing of those supplies and equipment.

FINDING

WCS purchasing practices are too paper-intensive and do not take advantage of the district's available software program.

WCS Board Policy 2008, last reviewed in 1997, defines purchasing practices. The board has defined a \$10,000 threshold for required bids; RFQs for professional services require a minimum of three quotes, except those below \$10,000 which may be a sole source and the program director has authority to contract after receiving three quotes. Purchases under \$10,000 do not require board approval nor are they identified as a board information item. The invoices appear on the board agenda for action to authorize payment.

A state vendor list exists with fixed prices available for purchasing vehicles and computers.

There is no central warehouse in WCS. The district uses a software system (FAS) to manage purchases and help maintain and update inventory when new purchases are made. The software triggers an update whenever a purchased item has a value exceeding \$5,000. That item is added to the fixed asset inventory and a physical inventory is conducted annually.

Requests for purchases from schools go to the program officer/director (such as Title I) and, once approved, go to the business manager/treasurer for purchase order approval

and coding. A paper process with four-part NCS forms is used. The business office is responsible for placing the order.

There is a purchasing software module available on the current software system used by WCS. Based on interviews and focus group sessions, some school and department staff prefer a paper process and are resistant to utilizing computers.

All site-developed purchase orders are drop-shipped directly to the schools. The item is signed off when received at the site. The invoice is sent to the business office for processing. The business manager/treasurer matches the delivery with invoices and only pays on receipt of full shipments. There is no consolidation of ordering being done in WCS. Ordering is done school-by-school and department-by-department. No volume discounts are used.

The orders for copier paper and custodial supplies are managed centrally. They are advertised and purchased based on an annual bid and delivered in one bulk shipment to the maintenance shop. Throughout the year, district maintenance staff receive faxed requests for supplies. They gather and transport these supplies on a weekly basis to the schools on the regular mail/delivery schedule. There is no tracking of usage or inventory for these custodial supplies.

New textbook purchases are managed by the curriculum office. Materials are ordered for each school, based on projected enrollments, and for the district to hold in inventory. For example, most elementary texts are ordered in sets of 400/grade level. The schools receive their texts based on enrollment and the balance remains at the district office for new students or future need. Text materials are shipped to the central office and the administrator for curriculum does the paperwork and distributes books to the schools.

WCS does not make use of many RESA 1 purchasing services. The only bulk purchases made through RESA 1 are for paper, food, and food supplies. According to the director of RESA 1, there are opportunities for all of the districts in RESA 1 to work together and share costs of a staff member to coordinate purchasing.

RECOMMENDATION 3-13:

Mandate the use of the available software program to manage purchasing functions to replace the paper-intensive process currently used by all principals and department/program coordinators.

RECOMMENDATION 3-14:

Conduct a cost/benefit analysis of contracting with other districts and RESA 1 and create a purchasing agent position to maximize the efficiencies and savings of consolidated purchasing services, if financially appropriate.

FISCAL IMPACT

There would be little financial impact for conducting a cost/benefit analysis. The salary and fringe benefits for the position should be offset by savings generated from consolidation of purchasing. The costs would be shared with other RESA 1 districts

based on a ratio comparing the district to the whole group of districts on a metric, such as district enrollment or total budget. Depending upon the number of districts that would participate in the partnership, the estimated cost to WCS could be in the range of \$15,000 annually.

RECOMMENDATION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Create a Position of Purchasing Agent with the Costs Shared with Other RESA 1 Districts	(\$15,000)	(\$15,000)	(\$15,000)	(\$15,000)	(\$15,000)

FINDING

According to the business manager/treasurer, the district does not use cooperative purchasing arrangements.

Cooperative purchasing saves time and money, and offers choice of a broader variety and quality of goods. For example, a small school district, Lebanon Township (NJ), participates in the Hunterdon County ESC cooperative purchasing program. Participation this past year has allowed the district to save \$75,162, according to district officials.

RECOMMENDATION 3-15:

Explore with RESA 1 the creation of an intrastate cooperative purchasing agreement or consider using purchasing cooperatives outside WCS, such as with other school districts, to reduce prices paid for goods and services.

Combining large purchases with other school districts can allow an organization to achieve greater bulk discounts than it can obtain alone. In fact, some studies have shown cooperative purchasing can have the following benefits: significant savings on goods and services, reduced duplication of processes and negotiation and management time, and improved standardization of products and services.

FISCAL IMPACT

The fiscal impact will vary. Cooperative purchasing has been shown to reduce overall costs of goods and services across the country. In this time of volatile changes in the pricing of many goods, purchasing in bulk quantity can be advantageous and provide leveraging in negotiations for buyers.

FINDING

Each department and school receives a monthly, comprehensive financial report from the business office.

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.

The monthly financial reports provided to the WCS BOE are comprehensive. This report meets the requirements identified in the West Virginia *Handbook* that states:

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-C:

The business office has prepared a comprehensive monthly financial report for the board of education.

3.5 Risk Management

A board is exposed to various risks of loss related to torts, theft, damage to and destruction of assets, errors and omissions, injuries to employees, and natural disasters. The WCS board participates in the following risk management programs administered by the state:

- **Board of Risk & Insurance Management (BRIM).** This is a common risk insurance pool. The board pays an annual premium for its general insurance coverage. BRIM will inspect schools every two years and check for exceptions from the guidelines promulgated by BRIM. The district has 45 days to comply with any recommendations made in the report issued after the visit.
- **Public Employees Insurance (PEIA).** The board provides employee health and basic life insurance benefits through PEIA (\$3,430,285.73 in 2010).
- **Workers' Compensation Fund (WCF).** WVA has a single private insurance company, Brick Street Insurance, which provides workers' compensation coverage.

FINDING

WCS received permission to seek other insurance carriers for the district based on their significant reduction in claims over the last several years. The premium is based on a claims record that shows significant improvement. In 2002, the district had more than 50 WCF claims, half of which were "lost-time accidents," those where staff were out of work for three or more days. In 2011, there were 23 claims and only five lost-time accidents. In 2002, WCS paid \$1.4 million in WCF premium. The 2011 rate is \$330,000.

In 2002, the district created the position of safety director and assigned the duties to the transportation director. The district adopted a policy regarding safety and implemented

return-to-work procedures. The process for reporting accidents is reviewed annually and the required paperwork is available in every office. Consultants reviewed incident files during the onsite visit.

COMMENDATION 3-D:

WCS has implemented a safety program that has significantly reduced district costs.

4.0 CHILD NUTRITION

4.0 CHILD NUTRITION

This chapter presents findings, commendations, and recommendations regarding operations of the food service department of Wyoming County Schools (WCS). The three major sections of this chapter are:

- 4.1 Organization and Management
- 4.2 Policies, Procedures, and Compliance with Regulations
- 4.3 Financial Performance

CHAPTER SUMMARY

Overall, the WCS Food Service Department provides effective and efficient services to the students and staff of the school district. The department is in compliance with West Virginia Department of Education (WVDE) policies and procedures; however, the review team found some areas that could be improved. Making the recommended improvements outlined in this chapter should increase the operational efficiency and effectiveness of the department.

Commendations include the following:

- Commendation 4-A** The WCS Food Service Department has successfully planned and implemented a breakfast program which benefits the students of Wyoming County.
- Commendation 4-B** The food service department has implemented standardized menus that are developed based on a precise planning model.

Consultants found that the district needs to improve in the areas of customer satisfaction, program planning and monitoring, and financial reporting. Recommendations in this chapter include:

- Recommendation 4-1** Design a customer satisfaction survey to ensure ongoing feedback regarding food service.
- Recommendation 4-2** Implement departmental changes based on needs identified in the customer satisfaction survey.
- Recommendation 4-3** Implement an annual report card on the food service department.
- Recommendation 4-4** Develop a comprehensive board policy for food service.
- Recommendation 4-5** Develop a preventive maintenance and equipment replacement plan for the food service department.
- Recommendation 4-6** Develop a formal process for evaluating cost efficiency in departmental operations and document all activities and findings.
- Recommendation 4-7** Separate profit and loss information by individual food service program, including all revenue sources.

- Recommendation 4-8** Increase the cost of WCS student lunches by \$0.40 per meal.
- Recommendation 4-9** Increase student breakfast participation by standardizing service methods.
- Recommendation 4-10** Charge all appropriate direct and indirect costs to the food service department through a phase-in process over the next five years.

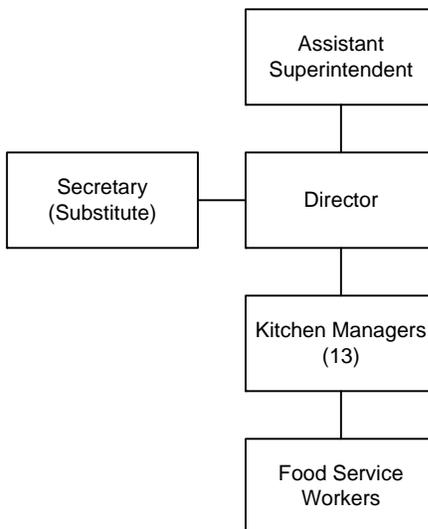
The WCS Food Service Department offers breakfast, lunch, and snacks to over 4,200 students and staff at 13 sites. The district participates in the National School Lunch Program (NSLP) and School Breakfast Program (SBP), which are regulated by the United States Department of Agriculture (USDA).

As a participant in the NSLP and the SBP, the district receives federal and state reimbursement income for free, reduced, and paid breakfast and lunch meals served. In addition to federal meal reimbursements, WCS receives USDA food commodities.

4.1 Organization and Management

As illustrated in the organizational chart in **Exhibit 4-1**, the director is responsible for the activities of the department. Reporting to the director are 13 kitchen managers who oversee daily operations at the school sites. In addition, one substitute secretary supports the director during the processing and verification of free/reduced applications.

**EXHIBIT 4-1
WYOMING COUNTY SCHOOLS
FOOD SERVICE DEPARTMENT ORGANIZATIONAL STRUCTURE
2011-12 SCHOOL YEAR**



Source: Wyoming County Schools, Food Service Department, 2011.

FINDING

Exhibit 4-2 displays the participation percentages for the National School Nutrition Program for WCS and the peers. WCS had a higher percentage of total participation in both the breakfast and lunch programs, and was higher than the state average as well. WCS had the highest percentage of student participation for free and reduced-priced meals among the peer district and state averages. All districts had lower than 46 percent participation in the breakfast program, and lower than 76 percent participation in the lunch program.

**EXHIBIT 4-2
WYOMING 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
Wyoming County	51.49	46.48	35.87	45.25	78.30	79.54	71.20	75.97
Hancock County	37.25	25.37	8.21	20.06	69.38	63.59	34.25	49.28
Mason County	51.65	44.00	36.21	44.54	70.68	67.76	59.46	65.81
Nicholas County	33.11	29.27	14.84	25.51	71.51	63.41	58.70	65.68
Upshur County	44.90	32.45	17.30	32.33	78.88	71.90	69.47	74.45
Peer Average	43.68	35.51	22.49	33.54	73.75	69.24	58.62	66.24
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.

WCS has received awards from the state for the high levels of participation in the school breakfast program. WCS provides a quality breakfast service, which is clearly popular with the students of Wyoming County.

COMMENDATION 4-A:

The WCS Food Service Department has successfully planned and implemented a breakfast program which benefits the students of Wyoming County.

FINDING

Food service received mixed reviews from stakeholders on matters of organizational performance.

The department collects quality information through various means, including informal feedback from staff and students and internal discussions with food service administration. For example, current practices to determine student meal preferences include the analysis of program participation reports and periodic “taste tests” to assess the quality of potential additions to the district menu. While these are effective strategies for analyzing food quality, they fall short of providing a comprehensive understanding of stakeholders’ perceptions.

Many school districts across the country rely on survey data to guide food service practice. For example, Rio Grande City Independent School District (TX) recently

conducted a formal student survey that evaluates students' opinions regarding the food service operation. The food services department created its first multiple choice survey to rate students' opinions on the foods they prefer, the amount of time they have to eat, how often they eat in the cafeteria, and why they eat or do not eat in the cafeteria. In addition, the survey included a section for students to provide comments for improvements. The department is in the process of evaluating and disseminating the students' comments and responses.

The department could use this strategy to gather and analyze the responses and review the results of the analysis with staff to determine if changes are needed to better satisfy students. The district can then implement changes, as necessitated by the survey. The district should continue to analyze the surveys and repeat the process annually.

RECOMMENDATION 4-1:

Design a customer satisfaction survey to ensure ongoing feedback regarding food service.

Best practices in food services place critical importance on continual customer feedback to ensure the ability to make appropriate programmatic changes. As food service is one of the most publicly visible functions within any school district, the need for routine monitoring of customer satisfaction is imperative. A well-designed customer satisfaction survey can provide essential information to guide school district decisions focused on departmental improvement. School food service programs serve many customers, including students, teachers, administrators, parents, and school staff. Each of these groups assesses food and service quality based on their unique experiences. While groups may evaluate the quality of a food service program differently, perception of quality is typically the most important factor when participation choices are made. An ongoing cycle of customer satisfaction surveys can serve as the basis for a continuous improvement model that is grounded in customer feedback. This concept is important in any operation, but is essential in food service.

Overall, it was clear from interviews with food service staff that world class performance is the goal of the department. To gain additional insight on potentially negative perceptions, the food service director should work with other staff to identify and implement a survey focused on determining the perceptions of WCS staff and students regarding food service. Potential areas of concern can then be identified and investigated in the interest of overall departmental improvement. This type of survey data, focused on predetermined central questions, can provide a formalized format for addressing negative opinions among school staff and other stakeholders. These data can also be used to benchmark performance in the overall improvement effort from year to year.

In general, customer satisfaction data should be used to:

- Develop targeted marketing plans to increase student participation in school breakfast and lunch programs.
- Identify needed enhancements to goods and services.
- Establish appropriate quality and process standards.

- Plan for new initiatives, services, or events.
- Justify needed changes, such as the purchase of new equipment or the renovation of facilities.

One particularly effective school food service survey tool was developed by the National Food Service Management Institute (NFSMI) at the University of Mississippi. In addition to providing statistically valid and reliable survey instruments, the NFSMI protocol offers an excellent example of how to effectively implement food service surveys. In particular, NFSMI suggests that, in order to effectively conduct a comprehensive survey, a school system should:

- Determine the intended objectives.
- Gain approval from the school community, including administrators, teachers, and parents.
- Determine when the survey should be conducted to gain the most participation and responses based on experience.
- Determine how many surveys to distribute based on population size to ensure statistical validity.
- Determine how the analysis will be conducted.
- Determine how the survey will be conducted.
- Prepare customers for the survey by making them aware of timelines and expectations.
- Develop a support network for the survey process.

NFSMI publishes the *School Foodservice Survey Guide*, which contains detailed methodology for conducting food service surveys, as well as the actual survey instruments by school level (elementary, middle, and high). The group also can provide national level data from which to make comparisons. **Exhibit 4-3** details the factors and survey items comprising the high school version of the NFSMI survey. **Exhibit 4-4** provides examples of graphs that can be produced using NFSMI survey data. While WCS may decide to develop a new survey, these instruments are an example of existing materials that can be used effectively to guide the process.

**EXHIBIT 4-3
NFSMI HIGH SCHOOL FOOD SERVICE SURVEY
FACTORS AND QUESTIONS**

Food Quality

The flavor of the food is?
The quality of the brands offered is?
The quality of the food choices is?
The quality of the ingredients used is?
The variety of food offered is?
Foods on the serving line are attractively presented?

Staff

Foodservice staff are courteous.
Foodservice staff treat me with respect.
Foodservice staff are friendly.
Foodservice staff smile and greet me when I am served.
Foodservice staff listen to the students.
Foodservice staff answer my questions.
The appearance of the foodservice staff is?

Nutrition

Information on calories contained in food is available.
Information on fat contained in food is available.
Nutrition information on food products is posted.

Diversity

The choices of food available allow me to meet religious needs.
The choices of food allow me to meet my ethnic and cultural preferences.

Time/Cost

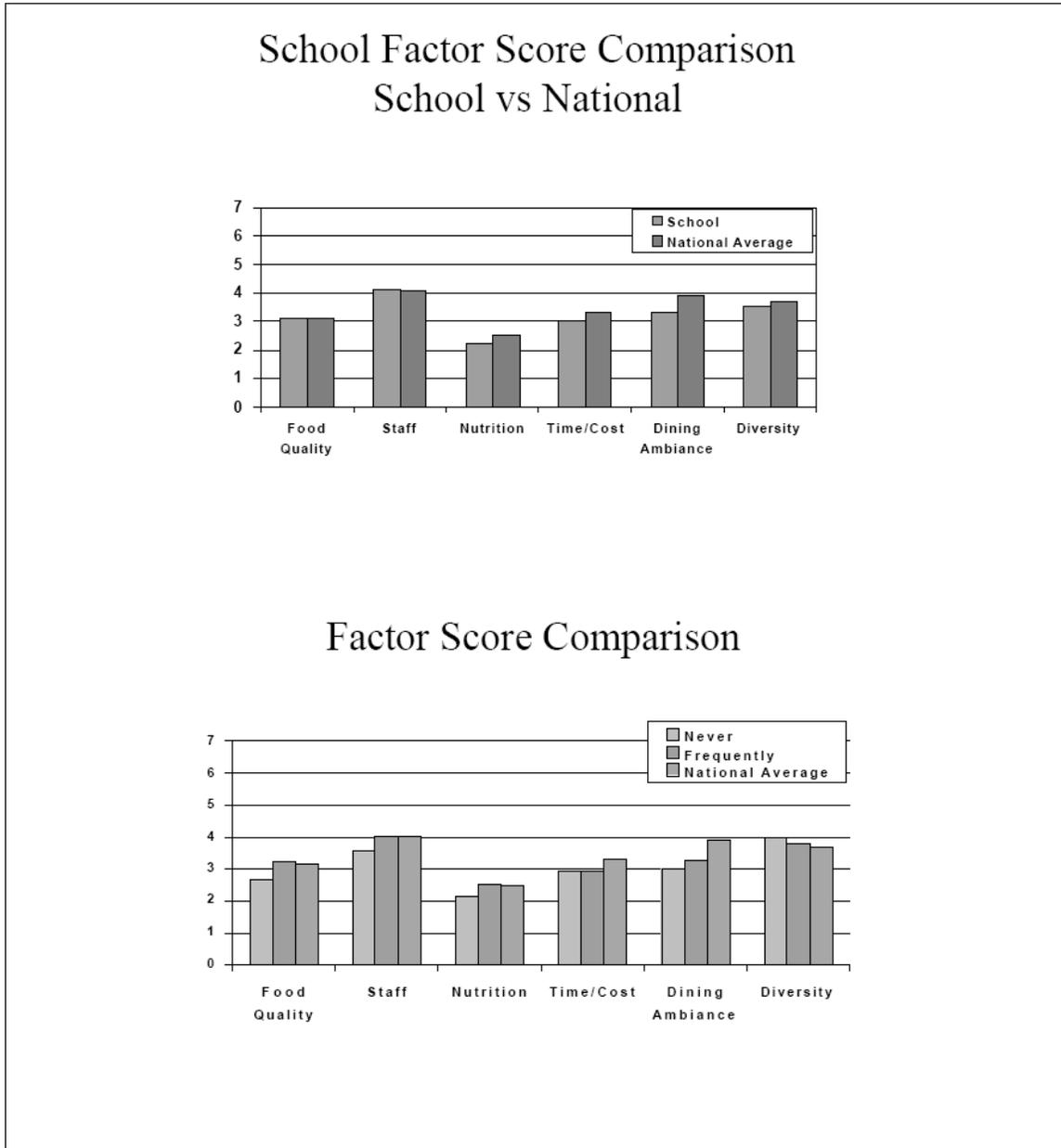
The time available to eat once seated is?
Overall, time given for meals is adequate.
The number of serving lines is adequate.
The school foodservice prices are reasonable for what I get.

Dining Ambiance

The noise level in the dining area is OK.
The dining area temperature is comfortable.
Special events/promotions are offered.
Theme days/special events are offered.
Tables in the dining area are clean.

Source: National Food Service Management Institute website, 2011.

**EXHIBIT 4-4
NFSMI HIGH SCHOOL FOOD SERVICE SURVEY
SAMPLE GRAPHS**



Source: National Food Service Management Institute website, 2011.

FISCAL IMPACT

There is no quantifiable cost associated with this recommendation. Using computer technology, these surveys can be implemented within the classrooms and schools, district facilities, and public meetings such as parent-teacher gatherings, without incurring printing costs. Ongoing data analysis can be easily completed using existing staff, with an estimated effort of 20 hours per year.

RECOMMENDATION 4-2:

Implement departmental changes based on needs identified in the customer satisfaction survey.

Often, satisfaction surveys are designed, disseminated, and forgotten. It is essential that WCS use the results of this survey to pinpoint needed changes and act on the resulting findings. WCS should be given the opportunity to provide feedback on all relevant aspects of school nutrition activities.

FISCAL IMPACT

There is no quantifiable cost associated with this recommendation and, similarly, no quantifiable savings for the school district. This is because the results of the customer satisfaction survey are unknown. However, it is likely that WCS will realize increases in student and staff participation, and thus revenue, resulting from improvements in food quality and service.

FINDING

Currently, the department does not regularly compile and report its findings on performance indicators to external stakeholders in a comprehensive manner.

The department maintains records on many of the indicators that would comprise a comprehensive report card. In addition, certain reporting requirements for the WVDE are met on an annual basis; however, these do not promote continual improvement in both the quality and efficiency of departmental operations. The review team did identify several current reports that, separately, capture quality and performance information. However, individually, these documents and data files do not paint a complete picture of the departmental status.

It is considered a best practice for food service operations to compile and report at least annual performance on selected quality indicators to stakeholders such as school boards and the community. One excellent example exists in the McCracken County Public School System (KY). These indicators vary, depending on the contextual differences among food service programs, but often include basic indices such as meals served per labor hour, program costs per meal, and percentage of labor cost to total revenue. Considering the size of the WCS operation and the scope of stakeholders that it serves, ongoing performance monitoring and assessment are critical. It is clear from interviews and document reviews conducted by the review team that these activities are taking place. What is missing is a central document that compiles the data from all of

these separate efforts and an official reporting of the data to the district and the community.

RECOMMENDATION 4-3:

Implement an annual report card on the food service department.

The department should routinely collect and disseminate performance data on quality indicators. This annual review of operations should provide assurances that the department is performing up to standards, in comparison to historical trends and to peers. The report card should be used to communicate departmental improvement, and to highlight areas of critical need.

Exhibit 4-5 details potential food service effectiveness indicators that could be incorporated into a WCS annual report card.

**EXHIBIT 4-5
POTENTIAL FOOD SERVICE EFFECTIVENESS INDICATORS**

SAMPLE FOOD SERVICE INDICATORS
<p>Operational Performance Number of Daily Meals Served (breakfast, lunch, and after-school snack) Number of à la Carte Items Sold Percentage of Students Served by Individual School Cafeteria</p>
<p>Operational Efficiency Operational Costs per Meal Served Operational Costs per Student Salaries and Benefits as Percentage of Total Operating Costs Meals Served per Labor Hour Profit/Loss per Individual School Cafeteria Indirect Costs Paid to the School District</p>
<p>Operational Quality Growth/Decline of Student Participation Results of Food Service Satisfaction Surveys</p>

Source: Created by MGT of America, 2011.

FISCAL IMPACT

This recommendation can be implemented with existing staff, by using appropriate hours of total staff time to create, implement, and review the report card. It is estimated that approximately 40 hours of staff time would be needed to create the report card format, and another 20 hours would be needed annually to populate the report with the appropriate data. Furthermore, it is likely that the food service department will experience some cost savings as it works to achieve the goals identified by the report card.

4.2 Policies, Procedures, and Compliance with Regulations

Food service policies and procedures provide important information to drive internal operations, as well as to maintain clear communication with stakeholders. An absence of formal policies and procedures creates the potential for misinterpretations and omissions within any food service department.

Policies and procedures also provide the basis for staff to understand the necessity of compliance with federal, state, and local regulations and are essential to efficient food service operations.

FINDING

The department has implemented a menu planning process that is successful in its capacity to promote high quality meals while maximizing cost efficiency.

The central policy of this process mandates that all WCS sites serve a standardized menu, resulting in the same food items being served in each cafeteria each day. Menus are planned on a rotating cycle in advance to allow the department to identify the best prices for food items.

This practice allows for precise planning for maximum operational efficiency. For example, if the department identifies a reduction in meals sold, via data provided by the point of sale system, data-driven adjustments can be made to meal offerings and scheduling.

Overall, these practices allow the department to maximize purchasing and production efficiency by closely regulating exactly what is served, and when, to the students and staff of WCS. This practice also reduces excessive inventory by carefully regulating what food products are stored and delivered to individual schools.

COMMENDATION 4-B:

The food service department has implemented standardized menus that are developed based on a precise planning model.

FINDING

The current WCS board policy regarding food service does not address many of the critical issues facing this operation, primarily in relation to fiscal management.

The department needs to be directed by clear board policy that provides information not only on duties to be carried out within the district, but also on the departmental mission. This information is important to drive internal operations, as well as to ensure clear communication of food service information to the public. An absence of formal board policies creates the potential for misinterpretations and omissions within the food service department.

Food service is a district operation that is highly visible, both to students and the community. It is also one of the district-level operations that generate and spend a substantial amount of funds. For these primary reasons, a school board must ensure that rigorous standards are in place to guide the quality of service delivery and the efficiency of fiscal operations. One method of strengthening the oversight of food service operations is through comprehensive board policies.

The activities of the department are not comprehensively addressed in the board policy manual. In addition, there is no board policy regarding financial or programmatic activities of this fund. The guidelines for the NLSP are very specific, and since it is this program that ultimately provides the basis for allocations of other federal resources to WCS, there should be a board policy that requires compliance with these guidelines, beyond a simple statement to that fact.

The current board policy provides only general statements about the administration of the food service program in WCS. This type of policy language is insufficient to ensure the effective and efficient operation of the department.

RECOMMENDATION 4-4:

Develop a comprehensive board policy for food service.

WCS should include comprehensive policy language on food service in its policy manual to clearly communicate departmental services and expectations. Formal food service policies should define important practices and should also serve as a vehicle for addressing instances of public concern over operational issues.

Fairfax County Public Schools (VA) provides an exemplary board policy for food service operations that includes wellness policies, financial management policies, and policies on other critical topics associated with food service management. Comprehensive policies such as these provide additional, appropriate standards to promote the ongoing viability of food service programs.

Exhibit 4-6 provides an example of a comprehensive food service policy. Each policy included in the WCS policy manual must be carefully evaluated for appropriateness and alignment with West Virginia law.

**EXHIBIT 4-6
SAMPLE FOOD SERVICE POLICY**

GENERAL FOOD SERVICE REQUIREMENTS

The food service program shall operate according to requirements set forth in state statutes and state board of education rules. The food service program shall include the federally reimbursed lunch program, à la carte selections, beverage offerings, and sale of food and beverage items offered through vending machines or other methods to students at all school facilities during the school day and may include the federally reimbursed breakfast program.

- (1) The food service program shall be an integral part of the district's educational program, offering nutritional and educational opportunities to students.
- (2) Foods and beverages available in schools shall be only those which meet the nutritional needs of students and contribute to the development of desirable health habits unless permitted otherwise by state board of education rules and approved by the superintendent.
- (3) The food service program shall meet the standards for food service and sanitation and safety as provided by the state board of health and state department of education.
- (4) Food service funds shall not be considered or treated as internal funds of the local school, but shall be a part of the district school funds. Food service funds shall be subject to all the requirements applicable to the district fund such as budgeting, accounting, reporting, and purchasing and such additional requirements as set forth in the written procedures manual authorized in this policy.
- (5) USDA commodities shall be acquired, stored, and utilized in accordance with USDA and related state board of education rules.
- (6) The superintendent or designee shall develop a written procedures manual to govern the food service program.

FOOD SERVICE FUNDS

- (7) Food service funds shall be considered special revenue funds, but shall be subject to all requirements applicable to the district school funds such as budgeting, accounting, reporting, and purchasing unless specific requirements are established by federal or state laws, rules, or regulations.
- (8) Daily deposits of food service funds shall be made by authorized personnel in a bank(s) designated by the School Board.
- (9) Revenue from the sale of all items handled by the Food Service department shall be considered food service income. This includes income from sale of cans, bottles, jars, rice bags, swill, and similar items. Such funds shall not be expended as cash.
- (10) All payments from food service funds shall be made by check or wire transfer.

**EXHIBIT 4-6 (Continued)
SAMPLE FOOD SERVICE POLICY**

FOOD SERVICE FUNDS

- (11) Food service funds shall be used only to pay food service operating costs.
- (12) Profit and loss statements shall be developed monthly for each food service program, by school site.
- (13) Any loss of records, cash, or supplies through theft or otherwise shall be reported immediately to the superintendent's office. Such losses shall be itemized and a copy of the report submitted with the regular reports.
- (14) Funds shall be collected and expended in compliance with USDA and state board of education rules.
- (15) The board shall annually adopt prices charged to students and adults who participate in the food service program.
- (16) The superintendent or designee shall develop written procedures for conducting the district's food service program.

MEAL PATTERNS

All schools with grades Pre-K-12 shall participate in the National School Lunch and Breakfast Programs and serve student meals according to meal patterns established by the United States Department of Agriculture. Schools may participate in other food service programs.

FREE AND REDUCED PRICE MEALS

Free or reduced price meals shall be served to all students who qualify based on eligibility criteria approved by the School Board.

The income eligibility guidelines for free or reduced price meals shall be in accordance with the scales provided by the state department of education as adopted by the state board of education based upon income guidelines prescribed by the United States Secretary of Agriculture.

Eligibility criteria shall be applicable to all district schools and shall provide that all students from a family meeting the eligibility criteria and attending any district school are offered the same benefits.

Procedures for implementing the free and reduced price meal services shall be reviewed annually and shall be in accordance with procedures and guidelines published by the state department of education and the United States Department of Agriculture.

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

FISCAL IMPACT

While there is no quantifiable cost to implementing this recommendation, it is estimated that approximately 30 hours of staff time would be necessary to research and develop the needed policy language.

FINDING

The WCS food service department does not have a preventive maintenance or replacement plan for equipment. Instead, the department allocates funds for equipment replacement, as needed. The review team observed many instances of outdated and

broken equipment across the district. Interviews with staff revealed that equipment issues are a constant challenge for the food service programs. Currently, WCS has no planning or policy mechanism for addressing this situation. Often, districts with similar stances on equipment repair and replacement see their kitchens become less efficient over time. This antiquated equipment replacement and repair practice has been replaced with a formal planning process in many successful food service operations, to the betterment of the overall operation.

Recommendation 4-5:

Develop a preventive maintenance and equipment replacement plan for the food service department.

Equipment inventory information should be used as a starting point for the equipment maintenance and replacement planning process. The director should review this list and create a schedule of preventive maintenance necessary to keep food service equipment in good working order and assign these tasks to the appropriate maintenance staff.

The director should work with the maintenance department and district administration to develop a replacement plan for food service equipment. A replacement budget should be established for a five-year planning period. It is recommended that approximately 2 percent of annual revenues be reserved for the replacement of food service equipment in the district.

FISCAL IMPACT

This recommendation can be implemented by allocating 2 percent of the annual revenue to fund equipment repair and replacement. The allocation can be funded either through increased revenue, as described in **Recommendations 4-8** or **4-9**, or from district contribution to the program. It is estimated that implementation of this recommendation would require approximately 20 hours of staff time to plan and document.

4.3 Financial Performance

Food service is a critical and expensive function for any school district. It is necessary for food service departments to be profitable in order to maintain operational viability. Accurate and comprehensive accounting and planning are essential to promoting financial success over time. Further, it is assumed that a food service department will not be a drain on district revenue, but instead will pay all appropriate operational costs.

FINDING

The financial reporting practices within the WCS Food Service Department are insufficient to ensure effective fiscal analysis and planning.

Throughout the onsite review, consultants searched for evidence of effective cost analysis and evaluation, but were 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 are conducted to evaluate program efficiency. Quarterly financial reports submitted to the district office consisted of

handwritten breakdowns of revenues and expenditures. Manual calculations were required to even get summary financial numbers by meal type. For example, consultants had to multiply the number of meals by category (for example, reduced breakfast meals, full price breakfast meals) by the cost of the different meal options to get an accurate total of revenue by category. This level of detail is essential to accurate and comprehensive financial planning and reporting.

The practices necessary to ensure financial efficiency are ongoing, focused, and documented. A comprehensive internal analysis of ongoing revenues and costs would serve as a source of benchmarking data that could be used to monitor performance throughout the year.

RECOMMENDATION 4-6:

Develop a formal process for evaluating cost efficiency in departmental operations and document all activities and findings.

Budgetary restraints, coupled with the increasing demands on resources in WCS, necessitate precise fiscal monitoring and evaluation within the department. The current level of fiscal monitoring, evaluation, and planning within the department is insufficient to ensure a high level of efficiency. The department must develop and implement a systematic approach to addressing these important issues.

Ideally, this process would culminate with an internal financial report that mirrors much of the data that the department reports annually to the state. The cost per meal, overall labor costs, meals per labor hour, and other selected metrics should be calculated, consolidated, and reviewed with all levels of WCS leadership. This type of collective understanding promotes accountability and systemic collaboration directed at maintaining maximum efficiency.

Working with appropriate district leaders, the director should identify data currently compiled, as well as the need for additional financial data. These measures should be summarized in a single document, with appropriate comparisons to previous years to identify trends in performance. Action plans should be developed to address any deficiencies evident in the analysis.

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.

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 activities. It is estimated that the district would invest approximately 40 hours annually to implement this recommendation.

FINDING

WCS's food service financial reporting practices do not separate revenue and expenditure information for the elementary schools, making it difficult to determine the profitability of each school food service program, and impossible to determine the overall profitability of the department.

The result of this practice is the inability to separately determine the financial situation for each of these eight schools. In effect, all 13 food service programs are considered as one program. Consequently, the Food Service Department cannot accurately analyze the fiscal condition of the function.

An understanding of the financial performance of each school cafeteria is important information for the manager of each school food services program. The recognition of the financial impact an individual program has on the food service department is a critical management tool for evaluating the success of the program at each school, and the program as a whole. If a school program is shown to be operating at a loss, staff will be more inclined to take actions that will improve the financial position of the individual school program. To effectively manage the department, it is necessary to have profit and loss information for each food service program.

RECOMMENDATION 4-7:

Separate profit and loss information by individual food service program, including all revenue sources.

With current financial reporting, it is difficult to detect issues that would impact the financial performance of WCS schools. By separating the records for each of the food service programs, the department can gain an adequate understanding of the performance of each school. A detailed budgeting process can improve a program's potential for fiscal success by accurately identifying programmatic needs.

FISCAL IMPACT

This recommendation can be implemented with existing financial resources; however, it is estimated that implementation would require approximately 40 hours of staff time to plan and document.

FINDING

WCS meal prices are low in comparison to other school districts, negatively impacting the profitability of the program. While this type of pricing strategy is often viewed as a beneficial situation for students and employees, it often places financial limitations on food service programs. Such is the case in the WCS Food Service Department.

The 2008-09 (most recent calculation available) national average price for a student school lunch was \$1.87 for elementary schools and \$2.13 for high schools, according the School Nutrition Association. These figures represent an increase of approximately \$0.25 (12.5%) per meal since 2007. The current price for student lunches in WCS is provided in **Exhibit 4-7**, along with the comparative differences to the national averages.

**EXHIBIT 4-7
WYOMING COUNTY SCHOOLS
COMPARISON OF SCHOOL LUNCH PRICES
2011-12 SCHOOL YEAR**

GRADE LEVEL	WCS PRICE	NATIONAL AVERAGE PRICE*	DIFFERENCE
Elementary School	\$.95	\$1.87	(\$.92)
High School	\$1.05	\$2.13	(\$1.08)

Source: Created by MGT from WCS and national comparison information from the School Nutrition Association Website, 2011.

*Based on 2008-09 national averages.

As shown in the exhibit, WCS is well below the national average in meal pricing. One result of this pricing structure is decreased profitability, which leaves WCS vulnerable to potentially losing money on its food service program over time.

Exhibit 4-8 provides detail on lunch prices among the selected peer school districts. WCS secondary prices shown are only applicable to high school. Middle school students pay the same amount as elementary students. As displayed, WCS has lower elementary lunch prices (48 cents less) compared to the selected peer districts, and lower elementary/middle school lunch prices (44 cents less) than the peer district average, and lower high school lunch prices (48 cents less) than the peer district average. Interviews revealed that the district has increased meal prices twice in the past three years, but the amount of these increase did not bring WCS up to a reasonable level to support the ongoing viability of the department.

**EXHIBIT 4-8
LUNCH PRICES IN COMPARISON SYSTEMS
2011-12 SCHOOL YEAR**

SCHOOL DISTRICT	ELEMENTARY REDUCED	ELEMENTARY FULL	SECONDARY* REDUCED	SECONDARY* FULL
Wyoming County	\$.40	\$.95	\$.40	\$1.05**
Hancock County	\$.40	\$1.55	\$.40	\$1.60
Mason County	\$.40	\$1.45	\$.40	\$1.45
Nicholas County	\$.40	\$1.35	\$.40	\$1.45
Upshur County	\$.40	\$1.35	\$.40	\$1.45
District Average Without WCS	\$.40	\$1.43	\$.40	\$1.49
WCS Difference	\$.40	(\$.48)	\$.40	(\$.44)

Source: Created by MGT from WCS and school district websites, 2011.

*Includes middle and high schools for the comparison districts.

**WCS increases meal costs for high school students only.

According to the School Nutrition Association, higher food and fuel prices are pushing up the price of school breakfasts and lunches across the country, by as much as 50 percent in some districts. The cost of staples critical to school food service programs has soared in recent years, outpacing federal subsidies for school meals. The last national analysis conducted in 2008 revealed that in one year inflation had driven up the price of milk by 12 percent, cheese by 15 percent and bread by 17 percent. Conversely, the NLSP

increased what it pays local school districts to feed 30.1 million school children by only 3 percent.

It is important to note that many districts across the country have been forced to make the difficult decision to increase meal costs in order to maintain a viable food service program.

RECOMMENDATION 4-8:

Increase the cost of WCS student lunches by \$0.40 per meal.

The rising cost of fuel and food places increased pressure on the food service department to be profitable. This additional revenue generated from increasing meal prices would provide a foundation for addressing each of these concerns over time. This increase will bring WCS equal to the cost of the lowest peer districts (Nicholas and Upshur) and will place WCS beneath the peer district average prices (\$.08 lower for elementary meals and \$.04 for high school meals). Further, increasing meal prices by \$0.40 per lunch would still place WCS well below the national average for lunch prices.

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 WCS pricing for a full paid lunch is significantly lower than peer districts and \$1.19 below national recommendation.

As the department moves toward sustainable profitability, this price correction is critical to realistically meet the financial needs of the department over time. The district should work to implement the plan for the 2012-13 school year.

FISCAL IMPACT

In 2010-11, 207,825 paid student lunches were served in WCS. Multiplying the total lunches sold by \$0.40 results in \$83,130 in additional annual revenue, or \$415,650 over five years.

RECOMMENDATION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Increase Lunch Prices	\$83,130	\$83,130	\$83,130	\$83,130	\$83,130

FINDING

While WCS has been recognized for a high district-wide level of breakfast participation, actual participation varies greatly across WCS schools, negatively impacting both student nutrition and department profitability.

Currently, the preferred breakfast service method in WCS schools is one where students are required to eat inside the cafeteria before the start of school, while being prohibited from leaving with any food. This is not the only service method and breakfast participation ranges from low to high, depending on the school and service method. This situation creates disparities in the number of students who eat breakfast as well as the amount of breakfast revenue generated in each school. It is important to understand that WCS students do not pay for breakfasts, as each meal served generates a federal reimbursement.

Responding to research that shows students perform better in school after eating breakfast, Ysleta ISD (TX) instituted a "grab-and-go" breakfast concept to increase participation. Students in 37 elementary schools eat in cafeterias; students in four high schools eat on buses en route to school, in dining rooms, snack bars, or classrooms. "Grab-and-go" breakfast tests in two elementary schools increased participation by 50 and 90 percent, respectively.

Some school districts have placed mobile carts around the driveways of schools, creating a "drive-through" meal atmosphere similar to that of fast-food restaurants. Other schools have established a morning snack time during which breakfasts-in-a-bag are loaded into shopping carts and delivered to students in class. Increasing the class time of the first or second period by 10 or 15 minutes for meditation or eating helped increase breakfast participation.

WCS should standardize breakfast service across schools to improve student participation.

RECOMMENDATION 4-9:

Increase student breakfast participation by standardizing service methods.

While WCS already has effective models for increasing breakfast participation in selected schools, grab-and-go service or delivering breakfast meals to students in the classroom are other effective ways to ensure that these students receive the nutrition needed to support academic performance. Empirical studies have tied eating breakfast to greater focus, improved memory, and improved behavior among students. Increasing breakfast participation would promote these benefits while generating more revenue for the food service department. Multiple strategies could be utilized, based on the characteristics of the individual school. This practice should be coordinated by the department, with support from the superintendent to ensure comprehensive implementation.

FISCAL IMPACT

An analysis of financial records revealed that, in the 2010-11 academic year, WCS generated \$470,518 in breakfast revenue, including cash received and federal reimbursements. It is estimated that the implementation of this recommendation could

increase WCS breakfast participation and revenue by a conservative estimate of 30 percent. This would result in an annual increase of \$141,155 for the district, or \$705,777 over five years. Further, it is likely that the district will realize a greater return on the implementation of this strategy, based on evidence from districts across the country.

RECOMMENDATION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Increase Breakfast Participation	\$141,155	\$141,155	\$141,155	\$141,155	\$141,155

FINDING

Currently, the department does not pay for all of the direct or indirect services it receives from the district, which confuses the issue of program profitability and overall success.

In many school districts, observers within and outside the school district want to know whether the food service operation is paying its own way. Most food service programs across the country are designated as a separate special revenue fund, and expected to be profitable. Thus, it is typically assumed that all appropriate costs are charged to the fund and, if revenues exceed expenditures, the program is financially successful.

The WCS food service department draws on a number of indirect services provided by the school district, including central office services, utilities, maintenance, and others. Under the present system, many of these direct costs are not charged to a separate fund, but are being absorbed by the general fund. The WCS business office does charge the department 25 percent of the total cost for salary and trash pick-up on an annual basis. However, this amount falls well short of recouping the total value of district services utilized by the department.

An indirect overhead rate is developed annually by the state for use with federal grants, and the current restricted rate for WCS is 2.56 percent. This rate is typically used to allocate the value of the general overhead of a school district to food service programs. Services included in indirect overhead are administrative duties such as overseeing personnel, purchasing, facilities, and all other general school district work that benefits food service. The total expenditures for the school nutrition fund in 2009-10 were \$2,651,560. If the 2.56 percentage rate had been applied to this amount, the department would have been responsible for paying \$67,880 per year to the general fund for indirect costs.

There are also direct charges that should be paid by the department. These include maintenance costs, fuel, vehicle costs, and utilities. These should be paid in addition to the general indirect rate because food service departments use a disproportionate amount of these services. The direct costs for 2009-10 are \$132,578.

RECOMMENDATION 4-10:

Charge all appropriate direct and indirect costs to the food service department through a phase-in process over the next five years.

With current financial reporting practices, it is difficult to determine the profitability of the department. Nonetheless, in keeping with industry standards, the department should pay for all work activities associated with food service operations. The implementation of

some of the recommendations suggested in this chapter should free up revenue to allow the department to repay the school district for all appropriate services.

FISCAL IMPACT

The department should begin to pay all appropriate direct costs identified by WCS in Year 1. These costs are currently being covered by the district's general fund, rather than food service. A conservative estimate of the direct costs would be a minimum of 5 percent. Applying this estimate to the total expenditures for 2009-10 (\$2,651,560), produces an annual expected cost savings to the district of \$132,578.

Starting in Year 3, or earlier, if appropriate, the food service should begin to pay the indirect costs back to the district. It may be helpful to allow the department to spend two years adjusting to the direct costs before having to also assume the indirect costs. The indirect cost shown is \$67,880, based on 2.56 percent of the 2009-10 expenditures. The end result would be a five-year savings of approximately \$866,530 to the general fund and increased costs of a similar amount for the food service budget.

RECOMMENDATION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Charge Direct Costs	\$132,578	\$132,578	\$132,578	\$132,578	\$132,578
Charge Indirect Costs			\$67,880	\$67,880	\$67,880

5.0 FACILITY USE AND MANAGEMENT

5.0 FACILITY USE AND MANAGEMENT

This chapter presents findings, commendations, and recommendations regarding the facility use and management functions in Wyoming County Schools (WCS). The sections in this chapter are:

- 5.1 Organizational Structure
- 5.2 Planning
- 5.3 Construction
- 5.4 Maintenance
- 5.5 Custodial Services
- 5.6 Energy Management

A comprehensive facilities program ensures that all of the district's facilities are safe and healthy, and enhance the educational or support activities. The maintenance department should accomplish these goals in an efficient and cost-effective manner. The planning must be driven by the needs of the educational programs and accurate demographic studies. The design of new schools should have input from all stakeholders, including administrators, teachers, security specialists, parents, students, and the maintenance and operations staff. The maintenance and operation of the facilities must be accomplished in an efficient and effective manner in order to provide a safe and secure environment that supports the educational program, and efficiently utilizes school division resources. Custodial services should ensure that schools are safe and clean and be based on the size or programs operating in the schools. Energy costs have increased dramatically over the last several years, requiring that districts find ways to reduce usage in order to contain their costs.

CHAPTER SUMMARY

Consultants reviewed the organizational structure, capital planning documents and processes, maintenance and custodial processes and staffing, and the energy management program of the WCS Maintenance Department.

Commendations reported in this chapter are as follows:

- Commendation 5-A** District-wide facility improvements have been implemented over time in a planned process.
- Commendation 5-B** WCS regularly articulates clear facility needs in order to qualify for funding from SBA.
- Commendation 5-C** WCS provides schools that are clean and safe with a low ratio of custodial staff per square foot.
- Commendation 5-D** WCS demonstrates a commitment to saving energy for future generations.
- Commendation 5-E** WCS has implemented waste reduction programs to manage costs.

Recommendations reported in this chapter are as follows:

- Recommendation 5-1** Create a maintenance department organizational chart that depicts all facility staff positions.
- Recommendation 5-2** Review and create or revise all maintenance department job descriptions to accurately reflect current position requirements.
- Recommendation 5-3** Update, create, and recommend for board adoption all necessary facility policies and procedures, as appropriate.
- Recommendation 5-4** Use annual enrollment information to review and revise the CEFP and develop plans to close or consolidate schools over the next 10-year period.
- Recommendation 5-5** Write and adopt local board policy to define the process and criteria to be used in the decision for closing or consolidating schools.
- Recommendation 5-6** Implement and train staff in the new electronic work order system that supports data collection, tracking of costs, and scheduling.
- Recommendation 5-7** Create annual work plans for each trades area to ensure continuity with staff changes and support the state’s program of preventive maintenance of systems.
- Recommendation 5-8** Develop and implement a custodial staffing formula that identifies time beyond the student day.
- Recommendation 5-9** Revise custodial supply and equipment purchasing practices.
- Recommendation 5-10** Develop policy regarding the use of individual appliances in the schools.

5.1 Organizational Structure

School districts organize the maintenance and facility functions in a variety of ways, often depending on the amount of construction or major remodeling/renovation work. Small or rural districts often have one person who manages all facility functions.

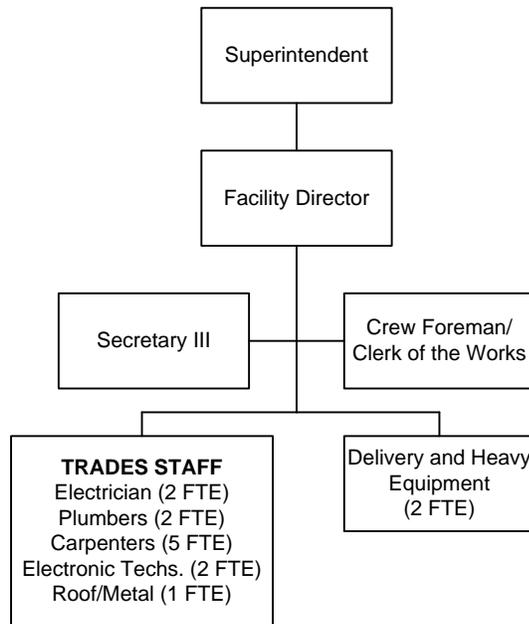
FINDING

WCS does not have a facility department organizational chart.

WCS has a facility director who oversees the maintenance staff which support district facilities. The district has fourteen schools currently in operation and five closed buildings that are rated to be in “fair” to “very poor” condition (as reported on the 2010 Comprehensive Educational Facilities Plan (CEFP) and are used for a variety of purposes. The maintenance staff includes support staff and tradesmen in several groups as well as general maintenance staff.

Exhibit 5-1 reflects the current organizational structure of the department, as described during the onsite visit.

**EXHIBIT 5-1
WYOMING COUNTY SCHOOLS
MAINTENANCE DEPARTMENT ORGANIZATIONAL CHART
2011-12 SCHOOL YEAR**



Source: Wyoming County Schools, compiled by MGT. 2011.

No departmental organizational chart was provided during the onsite review. During interviews, several staff reported a lack of clarity regarding their direct supervisor, indicating that the foreman directed their daily work and they were not sure about their supervisor.

The facilities department as shown does not depict the energy management position. This position was created by the superintendent in 2003. Instructional, administrative, and operational staff all indicated that information from the energy management person had changed their behaviors. Staff reported being aware of lighting and heating efficiencies and changing their behavior to create cost savings. Energy management is an important position in the district that should be under the supervision of the facility director.

RECOMMENDATION 5-1:

Create a maintenance department organizational chart that depicts all facility staff positions.

Districts that have clear lines of reporting typically hold staff more accountable for their work. All staff should have a clearly defined supervisor and understand their role and relationships within the organization.

FISCAL IMPACT

This recommendation can be implemented by the facility director with no additional time. The superintendent should direct the facility director to create a departmental organizational chart that includes all appropriate staff.

FINDING

Not all of the current positions in the WCS Maintenance Department have job descriptions.

Exhibit 5-2 shows information about the job descriptions for the f maintenance department that were provided during the onsite review. For each position, the exhibit shows the title, number of contract days, and any special requirements.

As shown in the exhibit,

- Some positions have a significantly large range of work year, described as the number of contract days, from 200-261 days.
- There are positions titled painter and painter supervisor that do not exist.
- Only some positions identify special requirements.

**EXHIBIT 5-2
WYOMING COUNTY SCHOOLS
MAINTENANCE DEPARTMENT JOB DESCRIPTIONS**

POSITION TITLE	NUMBER OF DAYS	SPECIAL REQUIREMENTS
Carpenter II / Mason	261 days	Required to lift up to 100 #
Electrician II	261 days	Required to lift up to 100 #
Electronic Technician II	200-261 days	None
Foreman / Clerk of the Works	261 days	None
General Maintenance	200-261 days	None
Heating and Air Conditioning Mechanic II	261 days	Required to lift up to 100 #
Heavy Equipment Operator	200-261 days	None
Painter	NA	NA
Painter Supervisor	NA	Required to lift up to 100 #
Plumber II	200-261 days	NA
Roofing/Sheet Metal	261 days	NA
Truck Driver	200-261 days	None
Van Driver / Handyman	261 days	None

Source: WCS Maintenance Department, compiled by MGT, 2011.

Many of the WCS Maintenance Department staff have worked for the district for many years. One plumber has been in the district for more than 30 years. Plumbing and electrical staff have remained, but the district no longer has a painter or painter supervisor. However, both of those job descriptions still exist. The job descriptions and requirements are not up-to-date. Although the district has a vehicle that requires a

commercial drivers' license (CDL), neither the truck driver nor the van driver position shows a requirement to have one. One of the existing maintenance staff has a CDL, but it is not shown as a requirement on the job description.

Some, but not all, positions show required physical expectations. No positions show any technology expectations.

Most districts find that existing staff function "well" or "well enough" in existing positions. The problem comes when existing staff leave and districts have to fill the position. Without current job descriptions that accurately describe desired and required knowledge, skills, and minimum application criteria (such as, CDL licensure or journeyman trades licensure), districts have difficulty attracting and identifying appropriately-skilled candidates for future employment.

RECOMMENDATION 5-2:

Review and create or revise all maintenance department job descriptions as positions become vacant to accurately reflect current position requirements.

The WCS Maintenance Department will benefit from having a clearly defined set of job descriptions that detail the requirements and the qualifications for employment.

FISCAL IMPACT

This recommendation can be implemented by existing staff at no additional cost.

FINDING

WCS has few local policies or procedures related to facilities identified in the policy manual. During the onsite review, consultants identified only two policies regarding facilities:

- Policy 1915 – Use of School Facilities (undated): defines the processes by which outside groups may access and use district facilities.
- Policy 1916 – Energy Management Conservation (2003): defines the goals of the board to conserve energy and exercise sound financial management.

Policy 1915 allows the principal of each school to oversee the use of the school by outside groups and decide when such groups need to provide and pay for custodial services. Data gathered during the onsite visit indicated that very few of the outside groups pay for the use of facilities. Principals indicated that controlling access to the school facilities is difficult because the community feels entitled to their use.

Policy 1916 is written as a board proclamation and indicates that administrative guidelines that will be the "rules of the game in implementing our energy program" will be adopted within 60 days. Energy Conservation Guidelines were provided during the onsite visit, but were dated a year prior to the adoption of the policy. No official adoption of the guidelines was found. The energy manager indicated that the guidelines were provided to all new staff, but they were not found in the employee handbook.

There are no board policies regarding various other facilities areas, including the development of educational specifications, the process for approving change orders for new construction, or use of “temporary” facilities.

West Virginia provides state board policies in the 6000 series dealing with facilities. State policies include the following:

- 6200 – Planning of School Facilities
- 6201 – Floor Covering
- 6202 – Indoor Air Quality
- 6203 – HVAC Technicians
- 6204 – School Closings

Policy 6200 requires districts to create comprehensive educational facility plans (CEFP) at least every ten years, beginning in 1990. WCS updated the district’s CEFP in 2010.

Board policies and administrative procedures constitute the means by which a district communicates expectations to its constituents and reveals the philosophy and position of the school board. In addition, adopting policy and establishing related procedures provide the mechanism for:

- Establishing a distinction between policy-making and administrative roles.
- Creating guidelines within which staff, faculty, students, and the community operate.
- Providing reasonable assurances of consistency and continuity in decisions.
- Providing a legal basis for the allocation of funds, facilities, and other resources.
- Facilitating and guiding the orientation of new school board members and employees.
- Encouraging community involvement within structured guidelines.

Policies should be reviewed regularly and be stated clearly enough to provide for executive or staff direction. Districts that do not routinely review and revise policies or identify clear administrative procedures may have staff unaware of or acting beyond their area(s) of responsibility. Activities may no longer be legal or meet the department’s needs, or could cause substantially higher costs.

RECOMMENDATION 5-3:

Update, create, and recommend for board adoption all necessary facility policies and procedures, as appropriate.

Consultants compared district policies and a list of best practice policies related to facilities. The following list describes policies or procedures that need to be reviews and updated in the policy manual:

- Facility improvement processes – defining the annual process for reviewing and updating the CEFP and planning for summer facility work.
- Change order processes – defining how any change orders are developed and processed during new construction.
- Portable or temporary building usage – defining when and for how long a portable or temporary building should be used on an existing site.

FISCAL IMPACT

This recommendation should be implemented as part of a regular review process. This implementation could be accomplished with 10 hours of staff time.

5.2 Planning

Planning services pertain to both new construction and to the occasional renovation and remodeling of existing buildings. School districts may be building a new school or facility and will have access to architects and planners for that process, but may also be planning to add or remove interior walls or make other minor adjustments to facilitate current use.

These services are also important for the ongoing success of the district in balancing school enrollments and ensuring appropriate facilities. This work includes demographic studies, capacity and utilization analysis, attendance zone studies, land acquisition, and school site permitting.

FINDING

WCS follows state board Policy 6200 that requires a 10-year facility review, defined as a comprehensive educational facilities plan (CEFP). The latest review was conducted in 2010 and meets all state requirements.

The most recent CEFP includes current enrollment and enrollment projections for the 10-year period, 2010-19. The report included Wyoming County population projections that were developed by the Environmental Systems Research Institute (ESRI) and based on the U.S. Census data collected in 2000. That data showed decreases in the total school-aged population with the largest decline in the 0-10-year-old group.

The report showed that WCS enrollment had declined by 4.3 percent (189 students) from 2001-10, but that enrollment in pre-kindergarten and early childhood programs had increased as more programs had become available.

Exhibit 5-3 shows the historic enrollment data for the district that was included in the CEFP. As shown, early childhood enrollments have increased and there is a “bubble” of enrollment currently in the middle level, but most of the cohort groups in the elementary are smaller.

**EXHIBIT 5-3
WYOMING COUNTY SCHOOLS
HISTORIC ENROLLMENT BY GRADE
2000-10**

GRADE	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10
EC/PK	122	153	167	164	161	162	159	185	195	187
K	340	323	359	372	330	356	343	332	357	328
1	305	351	338	338	366	331	332	321	313	333
2	321	275	324	326	318	343	300	304	293	295
3	294	317	271	303	329	328	338	316	297	296
4	294	294	312	285	306	322	323	334	308	297
PK-4 Subtotal	1,676	1,713	1,771	1,788	1,810	1,842	1,795	1,792	1,763	1,736
5	351	307	301	306	269	305	313	323	336	323
6	341	363	298	295	308	263	305	342	316	340
7	324	323	350	310	296	310	254	294	333	312
8	327	327	320	359	292	301	303	253	299	344
5-8 Subtotal	1,343	1,320	1,269	1,270	1,165	1,179	1,175	1,212	1,284	1,319
9	352	342	363	343	379	335	324	341	309	321
10	310	296	300	302	300	307	276	268	268	252
11	333	277	289	269	275	269	294	258	263	272
12	317	320	269	287	261	285	264	271	253	261
9-12 Subtotal	1,312	1,235	1,221	1,201	1,215	1,196	1,158	1,138	1,093	1,106
PK-12 Subtotal	4,331	4,268	4,261	4,259	4,190	4,217	4,128	4,142	4,140	4,161
Spec. Ed/ Ungraded	19	16	0	0	0	0	0	0	0	0
Grand Total	4350	4284	4261	4,259	4,190	4,217	4,128	4,142	4,140	4,161

Source: Wyoming County Schools, superintendent's office, 2011.

Exhibit 5-4 shows the enrollment by school. As described in the report, several schools have closed during the 10-year timeframe and their enrollment has been included in the schools to which students are now assigned. Students enrolled at the Career and Technical Center are counted at their home high schools.

**EXHIBIT 5-5
WYOMING COUNTY SCHOOLS
HISTORIC ENROLLMENT BY SCHOOL
2000-01 THROUGH 2009-10**

GRADE	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10
Baileysville ES/MS	402	398	392	386	368	361	363	371	378	357
Berlin McKinney ES	366	377	378	391	405	425	416	430	437	443
GlenFork ES/MS	134	148	140	132	140	159	156	172	164	154
Herndon ES/MS	228	236	220	212	209	225	223	229	229	238
Huff ES/MS	119	277	267	270	286	289	283	266	273	272
Mullens ES	256	246	253	259	247	237	247	225	230	226
Pineville ES	379	393	494	433	432	441	427	409	386	390
Road Branch ES/MS	171	174	176	181	171	177	183	201	192	195
Mullens MS	196	192	211	217	191	184	170	177	182	184
Oceana MS	285	277	273	272	256	260	251	254	269	281
Pineville MS	333	322	296	305	270	263	251	262	307	315
Wyoming East HS	654	602	560	558	575	577	571	556	522	504
Westside HS	669	642	661	643	640	619	587	582	571	602
Total	4,192	4,284	4,261	4,259	4,190	4,217	4,128	4,134	4,140	4,161

Source: Wyoming County Schools, superintendent's office, 2011.

Having historic information is important, but having a sense of the future is more helpful in developing long-range plans, especially for facilities.

The CEFPP included enrollment projections that were developed by the consultant (DeJONG, Inc.) using the cohort survival methodology. This approach to enrollment projection uses past data—such as, how many students “survived” from grade 1 and enrolled in grade 2, etc.—to predict the future.

Exhibit 5-5 shows the 10-year enrollment projections provided in the CEFPP. As shown, enrollment is expected to continue to decrease with total enrollment showing a 10 percent decline during that period.

**EXHIBIT 5-5
WYOMING COUNTY SCHOOLS
TEN-YEAR ENROLLMENT PROJECTION
2010-11 through 2019-20**

GRADE	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20
EC/PK	197	197	197	197	197	197	197	197	197	197
K	345	343	322	327	322	317	314	310	304	300
1	341	328	327	307	313	307	304	298	294	289
2	298	316	302	301	281	289	282	279	276	273
3	291	292	309	297	296	278	284	278	274	271
4	302	286	291	307	293	294	274	279	276	271
PK-4 Subtotal	1,774	1,762	1,748	1,736	1,702	1,682	1,655	1,641	1,621	1,601
5	296	304	290	291	312	306	305	285	292	286
6	335	309	292	290	307	298	289	285	282	280
7	335	329	302	285	283	299	293	284	289	274
8	316	336	328	302	288	284	300	292	283	289
5-8 Subtotal	1,282	1,278	1,212	1,168	1,190	1,187	1,187	1,156	1,149	1,129
9	352	355	346	348	312	317	297	294	340	283
10	261	288	291	283	284	256	259	243	241	278
11	248	246	273	275	267	269	241	245	230	227
12	244	241	239	265	268	260	262	235	239	223
9-12 Subtotal	1,105	1,130	1,149	1,171	1,131	1,102	1,059	1,017	1,050	1,011
PK-12 Subtotal	4,161	4,170	4,109	4,075	4,023	3,971	3,901	3,814	3,817	3,741
Spec. Ed/ Ungraded	0	0	0	0	0	0	0	0	0	0
Grand Total	4,161	4,170	4,109	4,075	4,023	3,970	3,901	3,814	3,817	3,741

Source: DeJONG, Inc., 2011.

Exhibit 5-6 shows information for each school in the district, including actual and projected enrollments for 2010-11 and projections by school for 2020. As shown, the district as a whole is projected to have 487 fewer students and all schools show a decrease with Westside High School projected to decrease by more than 100 students in the next 10 years.

**EXHIBIT 5-6
WYOMING COUNTY SCHOOLS
ACTUAL AND PROJECTED ENROLLMENTS BY SCHOOL
2010-20**

SCHOOL	GRADE LEVEL	2010-11			2010-20	
		ACTUAL 2010-11	PROJECTED 2010 - 11	DIFFERENCE ACTUAL 2010 TO PROJECTED 2010	PROJECTED 2019-19	DIFFERENCE ACTUAL 2010 TO PROJECTED 2020
Baileysville E+MS	K-8	361	380	-19	330	-31
Berlin McKinney ES	K-4	421	463	-42	420	-1
Glen Fork E+MS	K-8	160	154	6	137	-23
Herndon Consolidated E+/MS	K-8	222	242	-20	218	-4
Huff Consolidated E+MS	K-8	280	271	9	241	-39
Mullens ES	K-4	230	220	10	217	-13
Pineville ES	K-4	404	385	19	352	-52
Road Branch E+MS	K-8	203	173	30	148	-55
Mullens MS	5-8	183	187	-4	154	-29
Oceana MS	5-8	289	264	25	259	-30
Pineville MS	5-8	306	301	5	254	-52
Wyoming County East HS	9-12	530	544	-14	482	-48
Westside HS	9-12	639	586	53	529	-110
Total		4,228	4,170	58	3,741	-487

Source: 2010 CEFP and WCS data, compiled by MGT. 2011.

The district's adopted CEFP includes specific goals, including the following:

- Goal 1 The County School adopt and embrace the middle school configuration [K-4, 5-8, and 9-12] as dedicated funding sources are identified.

- Goal 15 The capacity of a facility will not be used in determining grade configurations. The state's Economy of Scale guidelines will be implemented to the extent possible; ideal facility capacity is 85% of a building program capacity. The program capacity is determined by the prototype program requirements and number of classrooms.

- Goal 16 Schools designated for closure or functional facilities shall be maintained so as to provide a healthy school environment during the remaining useful life of the facility.

Based on Goal 1, the district should continue to move to support middle schools, but the enrollment projections could point the district toward more K-8 facilities, rather than separate elementary and middle schools. For example, the new Pineville Elementary School is planned to be on the same site as Pineville Middle School. They could be planned a s new K-8 facility, building a new cafeteria to replace the mall one ay the middle school. Mullens Middle School is projected to have only 154 students by 2019.

The district could plan to consolidate the two schools in Mullens to create one K-8 building.

State board Policy 6200 defines the Economy of Scale (EOS), identified in Goal 15, as follows:

- Elementary schools with a minimum enrollment of 340 students in grades Pre-K-6, 240 in grades Pre-K-4, or a minimum of two classes (22 each) per grade level are recommended to achieve EOS at the elementary level.
- Middle and junior high schools with a minimum enrollment of 450 students in grades 5-8, 6-8, or 7-9; schools with 600 students, or schools with 150 students per grade level minimum are recommended to achieve EOS at the intermediate level.
- High schools with a minimum enrollment of 600 students in grades 10-12, 800 students in 9-12, or 200 students at each grade level are recommended to achieve EOS.
- Geographic or other considerations may require exceptions to be considered and a waiver of the EOS can be requested.

Based on these EOS definitions and using the projected enrollments in WCS, the district will have only two elementary schools, Berlin McKinney and Pineville, which meet the state guidelines. All other schools will be below the EOS for their level.

State board policy defines the process districts should follow to recommend the closure of schools. WCS has closed schools in the past using this procedure. The state policy indicates that geographic or other considerations may require exceptions. WCS does not have local policy on the criteria that should be used to determine when a school should be considered for closure or consolidation.

The CEFPP adopted by the board in 2010 includes information about the enrollment decline, but does not include any recommendations about when or how the district will or should address the decline. The executive summary includes a budget for the plan. The budget identifies the need to replace two schools, Pineville Elementary School and Huff Consolidated, with new schools. Both schools are located in flood plains and have been flooded in recent events. The 2010 plan also provides for the renovation of all the remaining elementary and middle schools as well as renovation at the two high school buildings and the Career and Technical Center. The CEFPP budget summary is shown in **Exhibit 5-7**.

**EXHIBIT 5-7
WYOMING COUNTY SCHOOLS
COMPREHENSIVE EDUCATIONAL FACILITY PLAN
BUDGET SUMMARY**

WYOMING COUNTY SCHOOLS COMPREHENSIVE EDUCATIONAL FACILITY PLAN – 2010		
<u>BUDGET SUMMARY</u>		
		5/25/10
Elementary/ Middle School Budget Total:		\$34,566,906
New Buildings (2)	\$24,514,102	
Renovation (9)	\$10,388,583	
High School Budget Total:		\$5,060,659
New Buildings (0)	\$0	
Renovation (3)	\$5,060,659	
GRAND TOTAL BUDGET		<u>\$39,963,344</u>
New Buildings (2)	\$24,514,102	
Renovation (12)	\$15,449,242	

Source: WCS Comprehensive Educational Facility Plan, 2010.

The WCS CEFP for the next 10-year period has been approved by the state, including a Form 147 titled *Translating Educational Needs into Facility Needs, Review and Recommendations*, for each school. This form is a summary of the building, including year built, gross square footage (GSF), and enrollment. It includes information on the condition of the building and areas that will need replacement or repair, but it lacks any plan for dealing with the facility changes that would likely be necessary if the enrollment continues to decline as projected. In addition, there is no discussion in the plan and no local policy that directs annual review of enrollments and necessary revision of facility plans based on those enrollments.

Districts that lack policy regarding enrollment reviews and lack long-range plans that include provisions for school closure and/or consolidation review often find themselves implementing plans that are out of touch with current realities or facing difficult decisions without adopted procedures to guide their work.

The districts in Citrus County (FL) and Douglas County (NV) have policy regarding regular review of district enrollments and facility implications. Although the size and scale of the districts is different from WCS, school closure and consolidation documents from Denver (CO) and Fulton County (GA) define the district's priorities and make clear how students, staff, and the community are involved in the review of schools as well as the criteria the district will use to help develop recommendations.

RECOMMENDATION 5-4:

Use annual enrollment information to review and revise the CEFP and develop plans to close or consolidate schools over the next 10-year period.

RECOMMENDATION 5-5:

Write and adopt local board policy to define the process and criteria to be used in the decision for closing or consolidating schools.

Implementing these two recommendations will enhance the adopted CEFP document and make sure that the district is using current and important information to determine any future facility decisions.

FISCAL IMPACT

These recommendations can be implemented using district staff and without fiscal impact. If, after review of facility and enrollment needs, WCS determines that closing or consolidating schools is appropriate, cost savings would be based on reduced operating costs for the buildings identified.

FINDING

WCS operates 14 schools. With the exception of the two high schools, all schools were built prior to 1990. The oldest operating school is Mullens Middle School, built in 1934. The CEFP requires a review of each school. Form 147 includes year built, additions, enrollment history and predicted 10-year future, and percentage of utilization. The form also includes recommendations for improvements.

Consultants reviewed all Form 147 documents for WCS schools and identified that all two-story schools, regardless of age, have been made *Americans With Disabilities Act of 1990* accessible through the addition of elevators, and that all schools have adequate HVAC, including all classrooms, kitchens and cafeterias, and gymnasiums.

According to WCS facility staff, the department's philosophy is to "upgrade and improve, rather than only repair and maintain." The renovation of schools to include air conditioning has been a priority that began in 1995 with the AC in all classrooms. Since then, all other areas of all schools have had HVAC upgrades. WCS has used local levy funds to support these projects. Consultants identified other examples of this philosophy in older schools that had totally renovated student restrooms with all new fixtures, rather than repaired ones.

COMMENDATION 5-A:

District-wide facility improvements have been implemented over time in a planned process.

5.3 Construction

Most school construction in West Virginia is under the control of the School Building Authority (SBA) and defined by state board Policy 6200. The policy defines all spaces in the building with significant detail, although each district is also expected to create

educational specifications for each new building through a team process that is also defined in this policy.

WCS has built two new high schools with assistance of the SBA. East High School was built in 1998 and fully funded by SBA monies. West High School was built in 2002, with half of the costs were covered by SBA monies.

WCS applies for SBA funds every year through the state application process. The district has just been approved for more than \$8 million to build the new Pineville Elementary School.

COMMENDATION 5-B:

WCS regularly articulates clear facility needs in order to qualify for funding from SBA.

5.4 Maintenance

The maintenance program for WCS is under the supervision of the facility director. The maintenance facility is located in the geographic middle of the school district and is convenient for staff deployment. There is a crew foreman who reviews work orders and dispatches the trades staff. The trades staff includes two licensed plumbers, two licensed electricians, five carpenters, two electronic technicians who handle the safety and door systems, one sheet metal worker, and two general maintenance staff who also handle regular mail deliveries. The maintenance department also has a fulltime secretary who receives faxed work orders and custodial supply requests and handles correspondence for the director.

FINDING

The department is using a manual work order process. Site-based staff complete paper work orders and fax them to the department office. The director reviews and prioritizes the work and the crew foreman dispatches the appropriate workers to handle the situation. There is currently no process for managing the work orders other than organizing them by trades area to facilitate review and dispatch.

Since the system is paper only, the department has difficulty assessing and reporting on work that has been requested, is still in progress, or has yet to be planned. During the onsite review, staff could not easily identify the number of outstanding work orders in any trades area nor identify those in place for 30, 60, or 90 days. WCS is a relatively small district and there are a relatively small number of work orders, but the current work order system does not allow for easy data collection, tracking of costs, or efficient scheduling.

The current process also does not connect to any district calendar systems to allow staff to easily identify school activities that would be affected by planned maintenance or require additional support, including changing heating schedules for evening activities.

WCS has purchased an electronic work order software program and plans to implement it during the 2011-12 school year. The system has components that can support both

scheduling of trades staff in the schools and managing energy through coordinated schedules.

Many districts have moved to automated work order systems in order to reduce paperwork and handling, make the process more transparent to the sites, and more effectively manage and track resources, both supplies and staff. Ames Community School District (IA), a district of 4700 students, successfully implemented an automated work order system.

RECOMMENDATION 5-6:

Implement and train staff in the new electronic work order system that supports data collection, tracking of costs, and scheduling.

Effective school districts have a system for developing and tracking work orders that enable them to monitor the work requested, track and manage the costs, including time and materials, and monitor the completion rate.

FISCAL IMPACT

This recommendation can be implemented over the next six to 12 months using existing staff without additional fiscal resources. The department staff, including secretarial and trades staff, should be provided adequate training and access to technology to enable them to effectively implement the new software.

FINDING

Maintenance department staff did not have monthly or annual work tasks and had no lists of equipment and required preventive maintenance tasks to maintain optimal working order.

Consultants gathered information about the work of the various trades areas and conducted interviews with all maintenance department staff groups during the onsite visit.

District electricians described their work tasks as replacing ballasts, changing light bulbs in some schools, and lubricating parts and changing belts. One electrician had been in the district for more than 30 years; the other had been there for approximately six years. The plumbers described responding to immediate needs while still taking care of “the regular work.” One plumber had worked in the district for more than 30 years; the other had been there less than one year.

WCS has employees that have significant longevity in their positions. In WCS, that longevity translates into staff knowing the equipment and knowing what needs to be done. Such institutional knowledge and history can be lost when staff changes occur, either through planned retirements or sudden events.

Effective districts have annual work tasks or checklists of preventive maintenance (PM) that needs to be performed on equipment and identify activities that need to be done to ensure that the facilities are able to operate without interruption. These documents are typically available for each building, based on the systems in place at that school.

The facilities departments of Benton Harbor (MI) and Citrus County (FL) have created annual work tasks for the facilities department staff that include PM tasks on the equipment and building systems. WVDE is in the process of developing a statewide preventive maintenance (PM) program. WCS should adopt the program when implemented.

RECOMMENDATION 5-7:

Create annual work plans for each trades area to ensure continuity with staff changes and support the state's program of preventive maintenance of systems. .

The availability of an accurate and appropriately detailed PM plan for each school allows the district to monitor PM and add new employees with confidence. Building systems can be supported and maintained more efficiently.

The annual work or PM plans should include:

- Maintenance tasks to be performed on each piece of equipment and building component (for example, roof system).
- The time schedule for maintenance of each piece of equipment or building component (e.g., annual, monthly, etc.).

FISCAL IMPACT

The fiscal impact of this recommendation cannot be determined at the time of this report as the state PM system is under development. WCS should adopt the state PM program. The facility director should work with WVDE and department staff to create an implementation plan for WCS.

5.5 Custodial Services

Custodial services are important in order to maintain the cleanliness and safe operation of all district facilities. It is important to have custodial staff who are knowledgeable about their school and its operation in order to help monitor facilities for daily safe and clean operations, as well as identify needed short-term repairs and long-term improvements.

In WCS, custodial services are directed by the assistant superintendent for elementary and middle schools who is also responsible for determining staffing and managing supplies. Custodial cleaning supplies, including paper products and cleaning tools, are ordered centrally; the schools are responsible for purchasing equipment. The principals provide the day-to-day supervision of custodians in their buildings.

FINDING

The custodial staffing structure in WCS is not based on a formula that includes square footage or enrollment.

All schools have at least one custodian in the building beginning no later than 6 AM and all schools have additional staff, some of whom work beyond the instructional day. Consultants conducted focus groups and interviews with custodians and principals during the onsite visit. The only staffing formula was described as follows, “Schools that are two-stories have two custodians; one-story schools have one.”

Effective school districts create a custodial staffing formula for K-12 school facilities that is based on a square foot ratio of one eight-hour custodian (8 hours = 1 FTE) for every 20,000 gross square feet (1:20,000) to be cleaned. An additional 0.5 FTE (4-hour) custodial staff for elementary schools, 0.75 FTE (6-hour) for middle schools, and 1.0 FTE (8-hour) for high schools would reflect the relative needs for custodial staff member beyond basic cleaning.

This standard is based on the analysis of numerous school district staffing practices and industry standards. Over the last five years, MGT has conducted over 50 school district facilities and management reviews that included analysis of custodial performance as it relates to staffing ratios. Staffing ratios in school districts have varied from 1:12,600 to 1:29,000 with a varying degree of school cleanliness. Several professional associations have also developed best practices, including the Association of School Business Officials (ASBO), the Association of Higher Education Facility Officers, formerly the Association of Physical Plant Administrators (APPA) the Association of Facilities Engineering, and the Council of Great City Schools. Their best practice staffing ratios have ranged between 1:21,600 and 1:31,000. Some best practices include differing levels of cleanliness and differentiate between the type and age of the building, making them complicated to apply throughout a district or region.

MGT’s best practice standard takes into consideration efficient staffing levels and the importance of effective supervision, training, and sufficient materials and equipment. This standard also recognizes that the best custodial operations include tasks beyond cleaning, such as equipment set-up, logistical preparations, and light maintenance. The standard has been updated twice in recent years, once recognizing greater efficiencies in work practices, and once to include additional custodial duties. In MGT’s experience, staffing ratios higher than this best practice are usually driven by tight budgets, rather than best practice. At the same time, MGT recognizes and applauds districts that can maintain clean and safe schools with lower staffing levels.

Exhibit 5-8 shows the current custodial staffing in WCS for all schools. The data include the grade level, the size of the school shown as gross square footage (GSF), the total number of hours of custodial support, the calculated full time equivalent (FTE) of custodial time (based on 8 hours = 1 FTE), the industry standard for custodial time described above, and the calculated difference between WCS FTE and industry standard.

As shown in the exhibit,

- Baileysville Elementary and Middle School is slightly under the industry staffing level.
- Pineville Elementary and Middle School both slightly exceed the industry staffing level; all other schools are under the industry staffing level.

- Staffing levels vary from the industry standard, ranging from 0.3 FTE at Baileysville to 3.45 FTE at East High School.

**EXHIBIT 5-8
WYOMING COUNTY SCHOOLS
CUSTODIAL STAFFING LEVELS
2011-12**

SCHOOL	GRADE LEVEL	GSF	TOTAL HOURS	FTE	INDUSTRY FTE	DIFFERENCE FTE
Baileysville E+MS	K-8	46,554	24.5	3.06	3.09	-0.03
Berlin McKinney ES	K-4	53,106	16	2.00	3.16	-1.16
Glen Fork E+MS	K-8	24,333	11.25	1.41	1.52	-0.31
Herndon Consolidated E+MS	K-8	38,633	15	1.88	2.68	-0.81
Huff Consolidated E+MS	K-8	35,429	14	1.55	2.52	-0.55
Mullens ES	K-4	31,046	14.5	1.81	2.05	-0.24
Mullens MS	5-8	65,500	16	2.00	4.14	-2.14
Oceana MS	5-8	46,910	14.5	1.81	3.10	-1.28
Pineville ES	K-4	40,828	23.5	2.94	2.54	0.40
Pineville MS	5-8	24,319	15.5	2.19	1.95	0.22
Road Branch E+MS	K-8	31,150	15	1.88	2.31	-0.43
Westside HS	9-12	126,800	33.5	4.19	5.34	-3.15
Wyoming County Career & Technical Center	9-12	82,044	15	1.88	4.85	-2.98
Wyoming County East HS	9-12	128,540	31.55	3.95	5.44	-3.45
TOTAL		555,812	262	32.55	48.89	-16.14

Source: WCS data, compiled by MGT, 2011.

Consultants visited all WCS schools during the onsite visit. All school buildings were clean and well-maintained. Data gained from focus groups with custodians and principals indicate that the cleanliness of the schools is a source of pride. Interviews with district administrators supported the goal of having clean and safe buildings.

WCS custodial staff are assigned more GSF per hour than is recommended by the industry standard staffing levels.

COMMENDATION 5-C:

WCS provides schools that are clean and safe with a low ratio of custodial staff per square foot.

FINDING

There is wide variation in the current number of hours of custodial time and the number of GSF required to be cleaned in WCS. As described earlier, there is no formula other than the number of stories in a building that is used to allocate hours. There is also no defined plan for day and evening hours.

Exhibit 5-9 shows the WCS custodial staffing for each school. The data include:

- Grade level.

- GSF for the building.
- Total custodial hours.
- Ratio of GSF compared to hours (calculated as GSF / total hours).
- Student day hours - defined as 8 AM - 3 PM for purposes of this exhibit.
- Outside student day hours – defined as either before 8 AM or after 3 PM.

As shown:

- Pineville Middle School has the smallest GSF:hour staffing (1,389 SF:1 hour) and the Career and Technical Center has the largest GSF:hour staffing (5,469 SF:1 hour).
- The district average has more than 50 percent of the custodial hours allocated during the student day, but both high schools have most of the custodial time allocated outside the student day.

**EXHIBIT 5-9
WYOMING COUNTY SCHOOLS
CUSTODIAL STAFFING – DAY AND NIGHT HOURS**

SCHOOL	GRADE LEVEL	GSF	TOTAL HOURS	RATIO GSF:HOURS	STUDENT DAY HOURS	OUTSIDE STUDENT DAY HOURS
Baileysville E+MS	K-8	46,774	24.5	1,909.14	16.50	8
Berlin McKinney ES	K-4	53,106	16	3,319.13	11.00	5
Glen Fork E+MS	K-8	24,333	11.25	2,162.93	6.50	4.75
Herndon Consolidated E+MS	K-8	38,633	15	2,575.53	11.50	3.5
Huff Consolidated E+MS	K-8	35,429	14	2,530.64	7.00	7
Mullens ES	K-4	31,046	14.5	2,141.10	9.00	5.5
Mullens MS	5-8	67,700	16	4,231.25	12.50	3.5
Oceana MS	5-8	46,910	14.5	3,235.17	8.50	6
Pineville ES	K-4	40,828	23.5	1,737.36	15.00	8.5
Pineville MS	5-8	24,319	17.5	1,389.66	10.50	7
Road Branch E+MS	K-8	31,150	15	2,076.67	10.50	4.5
Westside HS	9-12	126,800	33.5	3,785.07	7.00	26.5
Wyoming County Career & Technical Center	9-12	82,044	15	5,469.60	8.00	7
Wyoming County East HS	9-12	128,740	31.75	4,054.80	9.00	22.75
TOTAL / AVERAGE		777,812	262	2,901.29	142.50	119.5

Source: WCS Assistant Superintendent for Elementary and Middle Schools, compiled by MGT. 2011.

There are many custodial tasks that need to be performed on a daily basis, including:

- Unlocking doors, opening windows for ventilation, and turning on lights.
- Setting up rooms for special activities.
- Cleaning classrooms, teachers' lounges, and other areas.
- Performing special tasks within the classrooms based upon teacher requests.
- Moving furniture.
- Locking doors and gates, closing windows, and turning off lights.

There are only three custodial tasks that can be performed during the student day:

- Regulating the heating and air conditioning equipment.
- Cleaning common restroom facilities, replacing all supplies and making sure dispensers work properly.
- Disposing of trash in public areas.

Therefore, most school districts schedule more custodial time beyond the school day when students are not in classrooms. Duties of a weekly, monthly, or quarterly nature must be defined and scheduled. Tasks that may be included in this area are:

- Cleaning interior walls.
- Indoor painting.
- Waxing floors and cleaning carpeting.
- Washing windows and blinds and arranging for the cleaning of draperies.
- Resurfacing floors.

Custodial staffing patterns in WCS do not appear to be connected to the size or grade level of the buildings. Effective districts have custodial staffing that is based on clear parameters, including size or complexity of buildings, grade levels included in the building, etc. Staffing can be allocated in a formula adjusted to existing resources, rather than the industry standard described earlier. Although districts may aspire to meet that standard, many must adjust staffing levels based on funds available.

Bellingham Public Schools (WA) has defined identified core staffing patterns based on GSF and student enrollment and allocated their existing resources within that pattern. This means that the custodial staffing for each school is clear and equitable. The day and night staffing patterns have been established with a target of a minimum 60 percent beyond the student day.

RECOMMENDATION 5-8:

Develop and implement a custodial staffing formula that identifies time beyond the student day.

Creating a staffing formula for custodial hours would allow the district to allocate resources equitably based on identified needs. Including a target for percentage of total hours to be allocated outside the student day would ensure that the schools have support while students are in session and also have time for the variety of tasks that can only be accomplished when the school is not being used.

FISCAL IMPACT

WCS should implement this recommendation within existing resources over the next three to six months. The superintendent should direct the assistant superintendent for elementary and middle schools to convene a study group of principals and custodians to review relevant data and develop a proposed custodial staffing formula that will allocate existing resources and ensure support to the schools beyond the student day.

FINDING

The purchasing of custodial supplies is based on projected usage, rather than actual usage data, as there is no ongoing summary or tracking of supplies usage being maintained.

Custodial supplies are bid annually through the district procurement process. The entire annual order is delivered to the district maintenance area and an additional small storage space. Supplies are requested by the schools using a single-form paper process. Materials are retrieved from storage and distributed each week through the district courier system.

There are two full-time district employees who handle some general maintenance and truck driving assignments as well as the courier system. The courier schedule is as follows:

- Monday – work, as needed (described as moving furniture, computers or other).
- Tuesday – delivering mail and other items to schools on the east side.
- Wednesday – delivering food service commodities.
- Thursday – delivering mail and other items to schools on the west side.
- Friday – delivering food service commodities.

The cost of the custodial supplies charged to each school or department and provided to the business manager/treasurer is generated by the assistant superintendent who allocates a given amount of each item when the purchase order is processed, rather than as supplies are requested. For example, documents provided during the onsite review showed the following allocations for paper towels:

- Baileysville Grade 100 cases @\$15.95/case
- Berlin McKinney Grade 50 cases @\$15.95/case
- Pineville Middle 50 cases @ \$15.95/case
- West side High 100 cases @\$15.95/case

Custodial supply orders are received by the secretary in the maintenance department and forwarded to the two delivery drivers. There is no ongoing summary or tracking of usage to determine whether the allocation provided when the purchase order was processed was accurate. Any annual report showing custodial supply costs for schools or departments is based on this projected usage, rather than any actual data. Custodial supplies are bid and paid for through district allocations to the schools. Equipment is not part of that district allocation. Custodians reported not having access to necessary equipment, including extractors for removing excess water after cleaning cafeteria spaces. One custodian reported getting permission from the principal to go to the local furniture store to purchase a vacuum cleaner. There is no list of equipment that is expected at each school and no identified vendors for commercial-grade equipment.

Many districts have eliminated their entire warehouse and delivery system for custodial supplies by defining drop ship parameters in their annual bids. Supplies are still bid for the year to secure quantity pricing, but deliveries to each site are planned on a quarterly or monthly basis. Many districts have found little or no cost increase using this adjusted delivery structure. Bellingham (WA) has all supplies drop-shipped quarterly to the schools, rather than annually to a large district warehouse.

Having high quality cleaning equipment is important to support the effective and efficient cleaning of schools. Most districts either provide equipment or have an approved vendor list from which commercial-grade equipment can be ordered.

RECOMMENDATION 5-9:

Revise custodial supply and equipment purchasing practices.

Having safe and clean schools is a priority in WCS, as evidenced by the condition of the schools visited and the pride expressed by school board members, central administrators, principals, and custodians.

WCS should revise several practices related to custodial supplies:

- Supplies should be charged to the schools based on usage, rather than random allocations when purchase orders are written.
- Drop shipments for supplies may reduce the need for as much warehouse space and delivery time. The district should explore the cost of drop shipments and long-term savings in space and staff.
- Equipment should be provided to the schools or should be purchased off an approved vendor list.

Implementing this recommendation will support the schools and may, in the long term, reduce costs for warehousing and transporting of supplies.

FISCAL IMPACT

This recommendation can be implemented at no cost to the district and with existing staff. The assistant superintendent should revise the annual custodial supply bids to include either an alternate bid for the entire district for quarterly drop shipments to the schools or bids for quarterly drop shipments of supplies to the two high schools and the Career and Technical Center. This would allow the district to determine any financial impact of drop shipments.

The cost savings cannot be determined at this time. The current staff that supports the distribution of custodial supplies includes two full-time employees who also transport food service commodities and district mail. The implementation of drop shipments for supplies may reduce not only the need for space for materials but also the need for staff time.

5.6 Energy Management

The school buildings and other facilities of a school district consume significant amounts of energy that translate into what often appears to be an ever-growing and sometimes unpredictable component of the overall annual budget. With the advent of increased costs for energy to provide fuel for heating, ventilation, air conditioning (HVAC) systems, transportation vehicles, food service operations, and other related activities, school systems have established numerous and varied policies, procedures, and methods for increasing efficiencies in energy consumption and reducing operating costs. Policies typically describe the board's specific desire to ensure that maximum resources are available for instructional purposes and charge the administration with developing related procedures.

Procedures generally prescribe a range of measures and activities to be implemented and a specific means for computing the results. Some school boards develop incentive systems to reward employees for actions or recommendations that have resulted in substantial savings or improvement in the performance of energy-consuming equipment.

Energy management methods range from sophisticated, centralized computer controls over HVAC systems and other energy consumption devices to simple manual procedures for turning thermostats down and lights off during periods of minimal building or room utilization. Most school districts are interested in energy management; a few are doing something about it. An elite group demonstrates a high level of commitment to energy conservation.

FINDING

WCS has made energy savings a district-wide priority. Staff at all levels were observed turning off lights and fans, and talking about the importance of the effort to save energy and reduce costs. The school board has adopted an energy conservation policy and appointed an energy manager who regularly monitors and reports energy usage and savings.

The district is providing centralized control and monitoring for all heating and cooling systems. The system allows the energy manager to remotely monitor usage and diagnose and correct problems in energy systems, thereby reducing heating and cooling costs.

The district has removed most of the large boiler systems in the schools that provided either heat or cooling to the entire school. These systems did not account for sunny or shady sides of the building or the needs for computer labs as opposed to weight rooms. When they failed, these systems took down the whole school. In their place, the district has installed individual room heat pump systems that enable greater control and allow the school as a whole to open and operate, even if one room's system is off-line.

The district has also changed the lighting systems in most areas of the district, changing more than 4,800 light fixtures from T-12 bulbs to T-8 bulbs.

Exhibit 5-10 shows the most recent savings to date data for the energy conservation program in WCS. Included in this exhibit are electricity costs, defined as kilowatt hours

(KWH), natural gas usage, defined as THERM; and total facility energy costs defined as million metric British Thermal Units (MMBTU).

**EXHIBIT 5-10
WYOMING COUNTY SCHOOLS
SAVINGS TO DATE REPORT**

ENERGY TYPE	USE	SAVINGS
Electricity - KWH		
Electricity Savings	11,417,504	\$ 774,292
Natural Gas - THERM		
Natural Gas Savings	919,767	\$1,276,504
Facility Energy and Cost Totals - MMBTU		
Reduced usage	130,945	\$2,050,796

Source: WCS Energy Manager, compiled by MGT, 2011.

Energy conservation is important work in the district and valued by central office administrators and the school board, as evidenced through interviews conducted during the onsite visit. Board policy 1916 indicates that energy management on each campus will be made a part of the principal's annual evaluation. Custodians have specific responsibilities regarding building shutdown at night and "every person is expected to be an 'energy saver' as well as an 'energy consumer.'"

District staff indicated that they are proud of the savings to date, but they recognize that the district policy does not include restrictions on the use of personal appliances like refrigerators and microwave ovens.

Like WCS, many districts have entered into performance contracts and significantly reduced their energy consumption while still maintaining appropriate levels of lighting and heating. Some districts have chosen to take on the issue of personal appliances as an additional step in energy savings. Citrus County (FL) has eliminated all personal appliances. Mason County (KY) collects a service fee to offset electrical costs from employees who want to have personal appliances in their classrooms or offices.

COMMENDATION 5-D:

WCS demonstrates a commitment to saving energy for future generations.

RECOMMENDATION 5-10:

Develop policy regarding the use of individual appliances in the schools.

FISCAL IMPACT

WCS can implement this recommendation at no cost and could expect annual savings in the range of \$3,000 - \$6,000. The exact savings would be dependent on the number of personal appliances currently in use and whether any group appliances (i.e., microwave ovens or refrigerators in faculty rooms) were added. For the purpose of this review, MGT is conservatively estimating a savings of \$3,000 per year.

RECOMMENDATION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Develop Policy Regarding the Use of Individual Appliances in the Schools	\$3,000	\$3,000	\$3,000	\$3,000	\$3,000

FINDING

In 2007-08, WCS spent more than \$1,300 per month for garbage services at each of the two high schools. Garbage areas at the school include several dumpsters and recycling containers provided by the county.

In 2009, WCS leased three large trash compactors for placement at the two high schools and the district maintenance facility on Pinnacle Road.

Exhibit 5-11 shows the cost for garbage service in 2007-08 and in 2010-11. The costs shown for 2010-11 include the monthly lease of the trash compactors. As shown, both high schools have reduced their costs by nearly 50 percent. In addition, both schools report significant improvement in the cleanliness of the trash area at the schools. Custodial and administrative staff indicated that the compactors have made the trash area more hygienic and reduced unpleasant odors.

**EXHIBIT 5-11
WCS GARBAGE COSTS 2007-08 to 2010 -11**

SCHOOL	2007-08	2010-11
East HS	\$18,550	\$10,761
Westside HS	\$18,550	\$9,773

Source: WCS Maintenance Department data, compiled by MGT, 2011.

COMMENDATION 5-E:

WCS has implemented waste reduction programs to manage costs.

6.0 *TRANSPORTATION*

6.0 TRANSPORTATION

This report presents findings, commendations, and recommendations relating to the transportation function in Wyoming County Schools (WCS). The three sections of this report are as follows:

- 6.1 Organization and Performance
- 6.2 Planning, Policies, and Procedures
- 6.3 Vehicle Maintenance

CHAPTER SUMMARY

One of the primary responsibilities of a school system is to transport its students safely and effectively. School buses in the United States transport nearly half of all school aged children on an annual basis. Nationally, the annual cost for public school bus transportation is nearly \$10 billion. School systems collectively operate one of the safest forms of transportation in the country, better than any other form of mass transit and nearly 2,000 times safer than a family car. Nationwide, there are fewer than 10 school bus passenger fatalities each year. In contrast, more than 600 school-aged children are killed each year in passenger cars or other private vehicles during school hours.

Yet, in the face of growing public expectations and ever-shrinking public dollars, this superior national achievement is at a crossroads in many schools systems and many states. School system budgets continue to shrink while public expectations continue to rise. Parents expect door-to-door, timely service, while transportation directors struggle with employee absenteeism and buses that are in service from before dawn until past dusk, with few spares in their lots. Meanwhile, in their efforts to improve student achievement, school boards across the country are pressuring transportation departments to do more with less and achieve ever-greater efficiencies so that saved dollars can be spent in the classroom.

Overall, the WCS Transportation Department provides effective and efficient student transportation services. The department is in compliance with West Virginia Department of Education (WVDE) policies and procedures. It does an effective job of transporting students safely and effectively; however, consultants found some areas that could be improved. Making the recommended improvements outlined in this chapter should increase the operational effectiveness of the transportation department.

Notable accomplishments of the WCS transportation department include the following:

- Commendation 6-A** The department maintains exceptional operational efficiency in the delivery of student transportation.
- Commendation 6-B** The department reduced bus accident rates and maintains a high level of overall safety.
- Commendation 6-C** The department provides outstanding service in maintaining the fleet.
- Commendation 6-D** The use of recycled motor oil to heat the vehicle maintenance facility is efficient and environmentally responsible.

MGT recommends the following to increase overall efficiencies in the transportation department:

- Recommendation 6-1** Expand the WCS policy regarding student transportation to include more detailed reporting requirements and comprehensive language addressing specific operational efficiency and cost containment needs.
- Recommendation 6-2** Implement a performance review with an associated annual report card for the WCS Transportation Department.
- Recommendation 6-3** Develop standards for evaluating the appropriateness of outsourcing WCS transportation operations.
- Recommendation 6-4** Require all new programs to include planning and funding for student transportation.
- Recommendation 6-5** Implement a school board policy to supplement the state-mandated 12-year bus replacement cycle, as needed.
- Recommendation 6-6** Conduct a baseline inventory of all parts stored and maintain an ongoing, accurate accounting of all items.

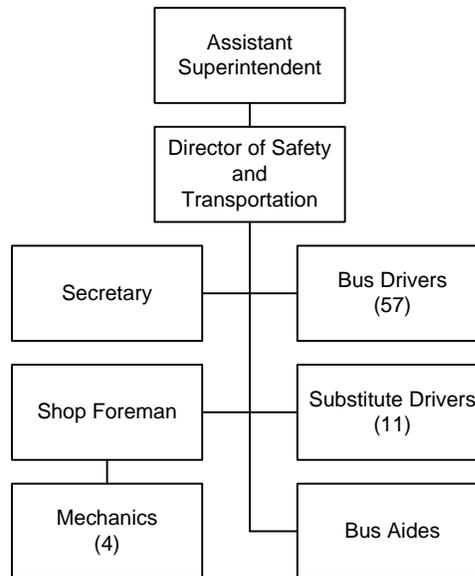
The WCS transportation department provides a majority of transportation services to over 3,000 WCS students, including all regular home-to-school, alternative education routes, and most extracurricular routes. Oversight for the program is provided by the director of safety and transportation. The district has staggered school opening and closing times which allows for double-tiered runs in all but two WCS bus routes. The department operates 60 buses, utilizing 57 bus drivers, traveling more than 798,000 miles in 2009-10 (most recent comparison data). In addition to local revenue, the department received \$402,319 in state funding and approximately \$25,000 in Medicare funding in the 2010-11 school year.

6.1 Organization and Performance

The understanding of a department's organization and key performance indicators is essential to the effective management of a modern transportation function. Results from formal organizational and performance analyses should be used to inform programmatic decisions, and serve as the basis for all departmental planning and reporting.

Exhibit 6-1 shows the organizational structure of the WCS Transportation Department. As can be seen, the director of safety and transportation oversees a small internal transportation staff to provide services to the district.

**EXHIBIT 6-1
WYOMING COUNTY SCHOOLS
ORGANIZATIONAL STRUCTURE – TRANSPORTATION DEPARTMENT
2011-12 SCHOOL YEAR**



Source: WCS Transportation Department, September 2011.

Exhibit 6-2 shows the miles traveled by WCS 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). WCS buses traveled more total miles than the peer district average (730,387 compared to 660,967 miles). However, WCS traveled fewer miles for extracurricular and curricular activities than the peer district average.

**EXHIBIT 6-2
WYOMING COUNTY SCHOOLS AND PEER DISTRICTS
MILES TRAVELED BY BUS
2008-09 SCHOOL YEAR**

DISTRICT	REGULAR	VOCATIONAL	EXTRACURRICULAR	CURRICULAR	TOTAL
Wyoming County	680,321	37,016	12,352	698	730,387
Hancock County	510,929	30,222	47,149	8,503	596,803
Mason County	663,932	33,159	60,348	21,265	778,704
Nicholas County	559,150	29,779	34,436	12,734	636,099
Upshur County	493,818	11,437	32,255	25,332	562,842
Peer Average	581,630	28,323	37,308	13,706	660,967

Source: West Virginia Department of Education, Office of Student Transportation, 2011.

FINDING

Overall, WCS maintains exceptional operational efficiency in the delivery of student transportation.

Exhibit 6-3 displays bus performance information for the transportation department. The following results are detailed:

- WCS had a lower amount of exceeded recommended route times than the peer district average, but slightly higher than the state average.
- WCS displayed a higher number of spare buses over the recommended number than the peer group average (8.1 compared to 7.8), but was lower than the state average (8.1 compared to 8.4 buses over the recommended amount).
- The approximate cost to maintain the additional buses was slightly higher for WCS than the peer district average (\$121,500 compared to \$116,700), but was below the state average cost (\$125,236).

**EXHIBIT 6-3
WYOMING COUNTY SCHOOLS AND PEER DISTRICTS
TRANSPORTATION DEPARTMENT BUS INFORMATION
2009-10 SCHOOL YEAR**

DISTRICT	% EXCEEDED RECOMMENDED ROUTE TIMES	SPARE BUSES OVER RECOMMENDED NUMBER	APPROXIMATE COST TO MAINTAIN ADDITIONAL SPARE BUSES
Wyoming County	7.50%	8.1	\$121,500
Hancock County	1.88%	5.0	\$75,000
Mason County	12.74%	10.4	\$156,000
Nicholas County	9.70%	9.5	\$142,500
Upshur County	8.76%	5.9	\$88,500
Peer Average	8.12%	7.8	\$116,700
State Average	7.05%	8.4	\$125,236

Source: West Virginia Department of Education, Office of Student Transportation, 2011.

Exhibit 6-4 includes information related to fiscal and operational efficiency. The following can be seen in the exhibit:

- WCS was below both the peer group average and state average in overall transportation expenditures.
- WCS had the lowest cost per mile (\$4.20 per mile compared to the peer average of \$5.48, and the state average of \$5.46). Cost per mile is considered by many to be the most valuable of the cost metrics used to assess operational efficiency.
- WCS displayed the second-lowest cost per student of the peer group, and was below the peer and state averages (\$1,019.72 compared to \$1,207.25 and \$1,073.72, respectively). This is another key measurement used to assess overall operational efficiency.

**EXHIBIT 6-4
WYOMING COUNTY SCHOOLS AND PEER DISTRICTS
TRANSPORTATION DEPARTMENT COST ANALYSIS
2009-10 SCHOOL YEAR**

DISTRICT	TRANSPORTATION EXPENDITURES	COST PER MILE	COST PER STUDENT
Wyoming County	\$3,353,870	\$4.20	\$1,019.72
Hancock County	\$3,323,918	\$5.49	\$771.75
Mason County	\$4,388,975	\$5.56	\$1,294.68
Nicholas County	\$3,727,339	\$5.75	\$1,829.82
Upshur County	\$3,569,163	\$6.38	\$1,120.26
Peer Average	\$3,672,653	\$5.48	\$1,207.25
State Average	\$4,347,546	\$5.67	\$1,073.72

Source: WVDE, Office of Student Transportation, 2011.

Based on this analysis, it is clear that the department is operating at a high level of efficiency. Maintaining exceptional efficiency is difficult for transportation departments, especially considering the rising cost of fuel and other operational costs. Ranking second in the state in the primary measure of transportation efficiency is an accomplishment for which WCS should be recognized.

COMMENDATION 6-A:

The department maintains exceptional operational efficiency in the delivery of student transportation.

FINDING

The number of bus accidents in the WCS dropped dramatically in recent years. This reduction produced a corresponding decrease in accident costs incurred by the district.

With student safety at the forefront of every district function, transporting the students of WCS without incident is a top priority for the district. Precise safety training and strict monitoring of safe driving procedures can be used to improve any department's safety record and standing in the service community. **Exhibits 6-5** and **6-6** display bus accident information for recent school years. As can be seen in **Exhibit 6-5**, WCS went from seven bus accidents in 2007-08, with WCS drivers assigned fault for six of them, down to two accidents 2010-11, with only one of them being charged to a WCS driver. The trend analysis shows a gradual reduction of accidents as a result of safety efforts within the department.

**EXHIBIT 6-5
BUS ACCIDENTS
WYOMING COUNTY SCHOOLS
2008-09 THROUGH 2010-11 SCHOOL YEARS**

YEAR	TOTAL BUS ACCIDENTS	WCS AT-FAULT ACCIDENTS
2007-08	7	6
2008-09	6	5
2009-10	4	2
2010-11	2	1

Source: WCS Transportation Department, 2011.

Exhibit 6-6 details a significant reduction in accident-related costs over the past four years. WCS paid out over \$49,000 in 2007-08 and almost \$47,000 in 2008-09 for the respective seven and six accidents. In 2009-10, there were four accidents at a cost of approximately \$16,000 and in 2010-11, there were only two accidents with a net cost of \$3,471.

**EXHIBIT 6-6
BUS ACCIDENT COSTS
WYOMING COUNTY SCHOOLS
2007-08 THROUGH 2010-11 SCHOOL YEARS**

YEAR	TOTAL BUS ACCIDENTS	COSTS INCURRED
2007-08	7	\$49,514
2008-09	6	\$46,960
2009-10	4	\$15,856
2010-11	2	\$3,471

Source: WCS Transportation Department, 2011.

COMMENDATION 6-B:

The department reduced bus accident rates and maintains a high level of overall safety.

6.2 Planning, Policies, and Procedures

Effective policies guide a school district’s transportation department in the execution of its duties. Transportation policies should include procedures to ensure that public funds are spent in the most effective manner possible, with the best possible performance outcomes. By adopting such policies and procedures, WCS directly supports the achievement of academic and other professional goals.

FINDING

In its present state, board policies regarding student transportation fall short of ensuring that cost efficiency is a priority in the transportation department. The current policies are

little more than general statements regarding overall transportation operations and do not include information on the specific contextual issues affecting student transportation in Wyoming County. Further, there is no policy language that could be construed to address comprehensive departmental performance expectations or fiscal management.

Clear school district policies are essential for providing direction to the various departments of the district. In addition to describing overarching philosophies and duties of district functions, school board policies should also provide some detail regarding areas that are critical to the ongoing success of the function. An absence of this type of detail leaves departmental practice subject to misinterpretations and omissions.

One goal of the school board should be to provide quality student transportation services in the most efficient manner possible. Cost inefficiencies in these support areas are a direct drain on resources that could be used to further the academic goals of the school district. The expectation of cost efficiency should be reinforced at every opportunity, and official school board policy should serve as the foundation of these efforts.

RECOMMENDATION 6-1:

Expand the WCS policy regarding student transportation to include more detailed reporting requirements and comprehensive language addressing specific policy needs.

WCS faces many challenges to the safe and efficient transportation of its students. Issues such as bus safety, special needs students, bus discipline, and operational management should be addressed with precise, contextually appropriate language.

In addition to operational concerns, student transportation is a costly service with many opportunities for fiscal shortfalls. Codifying the requirement for detailed cost and performance reporting will help to ensure that cost efficiency remains a part of the organizational culture of the WCS Transportation Department and create a formal layer of accountability for planning and monitoring activities. As transportation is a high-cost function, there is a particular interest in controlling expenses now and in the future. A priority of this magnitude should not be left to the discretion of individual district employees, regardless of their level of competency.

The school board, the school district, and the transportation department will need to work together to determine which of many possible reports will enable WCS to monitor critical areas of efficiency and operational effectiveness, as these are highly contextual issues. Special analyses that could improve the performance of the department might track quarterly total cost per transported student, maintenance costs per transported student, fuel costs per mile driven, bus capacity, and cost per alternative education student transported, among other measures.

While it is inappropriate to suggest specific policy language for WCS, the critical topics mentioned above should be addressed. Examples of policy topics that should be considered include:

- **Outsourcing and Fiscal Evaluation Requirements.** Policies in this area should articulate the district's expectations on the transportation department and vendors in justifying transportation decisions, especially those with fiscal implications.

- **Internal Reporting Requirements.** These policies should detail data reports that must be submitted annually to provide evidential backup and justification for ongoing departmental planning and decision making.
- **External Reporting Requirements.** Policies on external reporting should require the transportation department and its vendors to provide information on key performance indicators to the board, as well as external community stakeholders.

The development of these policies will elevate the current understanding of transportation effectiveness and allow WCS to publish information on the successes of this function. Some of these topics are addressed later in this chapter.

FISCAL IMPACT

While there is no quantifiable cost to implementing this recommendation, it is estimated that approximately 30 hours of staff time would be necessary to research and develop the needed transportation department policy language.

FINDING

While it is clear that transportation staff are interested in maximizing the effectiveness of the transportation function in WCS, 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 formally report the data to WCS stakeholders.

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 WCS Transportation Department staff utilize basic state reports published by the WVDE which detail transportation performance information on an annual basis. These documents contain data that would be useful in analyzing performance locally. However, these data are not sufficient in isolation to produce a comprehensive understanding of departmental effectiveness and efficiency.

It is clear from interviews that many of these issues are frequently discussed and informally tracked internally; however, there is no formal, centralized source of performance information for use in strategic planning and monitoring. Such information could also be used to build a stronger understanding of WCS student transportation successes and challenges among parents, schools, and the district. Further, the fact that the department is operating at high efficiency is even more reason to compile and publish these annual performance data.

RECOMMENDATION 6-2:

Implement a performance review with an associated annual report card for the Wyoming County School Transportation Department.

Implementation of this recommendation should result in best practices annual data reporting that will allow WCS to:

- Assess and publicize the quality and efficiency of management practices.
- Make appropriate programmatic changes to ensure that services match the actual needs of WCS.
- Maintain transparency and accountability in performance reporting.

Many of the highest-performing school districts use performance indicators to assess ongoing performance. Some of the transportation performance indicators typically used by districts are shown in **Exhibit 6-7**. These indicators assist transportation departments in consistently tracking and monitoring performance. The departments are able to then compare statistics to those of peer districts and their own unique histories. Ideally, transportation departments annually select a target goal for each indicator and track progress towards that goal. The results are communicated to district leadership, and the public, via annual board report cards and presentations. These data can also be used for internal analysis and reporting purposes. The result could lead to improved oversight and accountability of the student transportation services.

**EXHIBIT 6-7
STANDARD TRANSPORTATION PERFORMANCE INDICATORS**

PERFORMANCE AREA	PERFORMANCE INDICATOR
Safety	Accidents per 100,000 miles Incidents per 100,000 miles Number of first, second, and third student discipline referrals
Cost Efficiency	Operation cost per route mile Annual operation costs per route Operation costs per student for regular education, special education, magnet, and diversity busing
Cost Effectiveness	On-time performance Average rider trip time in minutes Average bus occupancy
Customer Service	Number of complaints by category Statistics on contractor response to complaints

Source: Prepared by MGT, 2011.

The department must collect, analyze, and publically report vital performance statistics to illustrate the current status of operations. The ideal implementation of this strategy would result in a document that mirrors some of the information contained in the district's strategic planning document, but would also contain other indicators previously detailed. This document would be formatted to convey transportation to an audience beyond internal administration. A consolidated, public annual review of its operations should provide assurances that the department is performing up to standards, both in

comparison to its past and in comparison to its peers. The report card should serve to highlight solid performance and areas in need of improvement. Further, a consolidated report card would translate what the department already knows to stakeholders and decision makers that have the ability to pass judgment on this critical function.

The WCS Transportation Department should also use the production of this report as a key planning milestone, allowing for the previous year's performance to be evaluated and strategic planning for the upcoming year to begin. The director of safety and transportation should work with the appropriate district leadership to design and implement the reporting format for the 2012-13 school year.

FISCAL IMPACT

There is no specific fiscal impact associated with this recommendation. It is estimated that approximately 40 staff hours will be needed on an annual basis to complete this task. The accomplishment of previous recommendations from this chapter could provide much of needed data.

FINDING

WCS uses internal resources to provide a vast majority of transportation services. It does, however, contract with private vendors for some outside vehicle maintenance and for certain student activity trips. In general, there are numerous opportunities for outsourcing in school transportation. Staff interviews and document reviews indicated that these options are not a significant part of the central planning pertaining to the department. Based on the fact that WCS has significantly reduced the number of bus routes due to declines in student populations in recent years, it is possible that outsourcing could become a viable option for the district.

MGT previously developed screening criteria for determining whether a function should be considered for outsourcing or should remain in-house. These are shown in **Exhibit 6-8**. The practice of contracting for services is often a cost-effective alternative for school districts. It allows a district to leverage the forces of market competition to provide a potentially less expensive service, while freeing itself of many management responsibilities that are not central to the systemic goals of teaching and learning. Valuable fiscal and personnel resources are often recouped in the transition from internal services to contracted services.

RECOMMENDATION 6-3:

Develop standards for evaluating the potential for outsourcing WCS transportation operations.

Contracting for operational services is often of great benefit to school districts. In the area of student transportation, this is especially true because this service is one of the most visible, problematic, and costly of district functions.

Districts that contract for transportation services usually ensure that the terms of the contract are clear and specific. The responsibilities for both parties are clearly defined and the contract has term limits. Some districts set three- to five-year terms for

contractual agreements with an annual review to ensure the terms of the contract are met each year.

While WCS is performing needed transportation services effectively, changes in Wyoming County may necessitate a rethinking of the current service model. The practice of outsourcing should always be considered when striving to provide optimal transportation services within a limited budget. Further, there should be a formal process for considering this option. Many functions of the transportation department could lend themselves to effective and efficient privatization under appropriate circumstances. It is critical that WCS administrators routinely evaluate the potential success of outsourcing departmental responsibilities.

Evaluation standards included in the review should address both cost and quality to ensure that non-monetary factors have been appropriately considered. Consistent standards should include a method for fairly comparing in-house expenses with outsourcing costs.

**EXHIBIT 6-8
SCREENING CRITERIA FOR IDENTIFYING OUTSOURCING OPPORTUNITIES**

- 1. Competitive Market**
 A relatively large competitive base will provide the best opportunity for savings. A function with few competitors may enjoy a competitive advantage that may not produce the desired savings. A large pool of competitors also ensures that initial bids will not be substantially increased in future years after the public sector no longer has the immediate ability to provide the good or service. If a competitive market cannot be identified, it is probably not worth the cost of developing specifications and pursuing bids.
- 2. Determinable Service Delivery Measurement**
 If the nature of the good or service is uncertain or likely to require revision as the program proceeds, it may be difficult to convey the terms of service delivery in a contract or performance agreement. Similarly, it may be difficult to hold the provider accountable for errors or inefficiencies. Also, if the service cannot be adequately defined, it will be impossible to identify the associated costs and determine if competition would yield increased savings or a better product.
- 3. Legal Authorization**
 Programs considered for increased competition must be those free from existing constitutional or case law requirements to the contrary. Statutory changes may be necessary to implement others, and the costs of developing and pursuing legislation should be considered.
- 4. Contract Management/Monitoring Division Defined**
 The ability to properly supervise the work of a provider must exist.
- 5. Existing Costs Determinable**
 If it is impossible to determine the existing costs of providing the service, it will also be impossible to determine if savings can be realized through increased competition. Obtaining accurate, verifiable cost information is critical to the decision for competition. This screening criterion is strongly linked to the service description since costs must be obtained for the service described.
- 6. Local Area Economic Impact**
 Conversion to competitive delivery should not result in a significant increase in the unemployment rate of a municipality, county, or region or loss of an essential local market. Economic changes of special interest, such as the elimination of a traditional minority business industry, are not recommended for competition.
- 7. Financial and Liability Risks**
 Competition is best pursued when the financial and liability risks are equal to or lower than those experienced in public sector delivery. State laws or constitutional provisions sometimes limit state liability unless provided through a claims bill. Additional risks, insurance costs, and differences in financial conditions and legal liabilities must be considered.
- 8. Size of Programs**
 High dollar amount programs or staff-intensive programs may reap the greatest benefit from savings generated through competition. Larger programs may have a greater chance for inefficiencies to develop due to larger spans of control and less frequent oversight by upper-level managers.
- 9. New Program or New Service Requirements**
 These programs would offer the organization an immediate opportunity to avoid growth. New demands placed on services will ultimately lead to increased resource allocations which are seldom, if ever, reversed.
- 10. Level of Policy Discretion**
 Activities which require low levels of policy setting, judgment, or discretion are better suited for administration by outside providers. Routine application processing, data entry, maintenance, and fee collection are examples of activities which are not influenced by political processes and do not require sensitive treatment by an agency employee.

**EXHIBIT 6-8 (Continued)
SCREENING CRITERIA FOR IDENTIFYING OUTSOURCING OPPORTUNITIES**

11.	Security Requirements Activities for which special security is unnecessary are most conducive to increased competition. These activities do not provide the possibility of manipulating sensitive information such as student records or lab results. If the information is sensitive, adequate controls must exist to protect data.
12.	Not Currently Subject to Competition Large portions of programs may already be privatized or subject to market pressures and are less likely to benefit from further competition. Programs which are entirely in-house operations, perhaps in a monopoly-like environment, are strong candidates for competition.
13.	Alternative Delivery Methods If alternative methods of production exist to provide the desired final product, increased competition can lead to innovative methods to save costs or improve services. Programs which require product or service delivery in a specific fashion to accomplish specific goals may be better handled by the public.
14.	Satisfaction With Current Service Services where significant concerns exist about quality, time lines, or costs are candidates for outsourcing/privatization. Evidence of concern includes complaints by customers, customers trying to provide service with their own resources, or customers reducing their use of the service.
15.	Comparative Cost of Services If current costs per unit (e.g., cost per mile, or cost per student) are above the per unit costs of similar services being provided by private vendors, then the service is an attractive candidate for privatization.
16.	Costs and Ease of Conversion to Private Vendor Some services are relatively easy and inexpensive to convert to a private vendor. Other services may be very difficult or expensive to convert. Those that are easy and inexpensive to convert are good candidates for outsourcing/privatization.
17.	Ease and Cost of Insourcing The possibility always exists that the outsourcing/privatization of a service will not work out for an agency or organization. When this happens, it may become necessary to insource a service. When major difficulties exist or costs are high for insourcing operations, the organization may find that it is forced to put up with poor performance. In these cases, outsourcing/privatization is less attractive.
18.	Impact on Employee Morale If outsourcing will cause major employee morale problems throughout the organization, careful consideration must be given to outsourcing or perhaps finding a way to minimize impact on employee morale.
19.	Mission Service Function A function determined to be highly critical to the overall mission of the agency should likely remain insourced because of the higher degree of control.
20.	Stability of Marketplace A high level of stable vendors in the marketplace indicates that the outsourcing of a service has been successful and that the vendors can generally be relied upon to produce quality services at competitive rates.

Source: Developed by MGT of America, Inc., 1996 (updated 2011).

FISCAL IMPACT

There is no specific fiscal impact associated with this recommendation; however, under the appropriate circumstances, privatizing transportation department responsibilities could possibly free up resources while maintaining a high level of service. The transportation department could realize significant cost savings over time. It is estimated that approximately 40 hours of initial planning time will be required to develop and conduct this review, with approximately 10 hours needed on an annual basis.

FINDING

Interviews with transportation department administration confirmed that district plans for new programs do not include substantial input from transportation staff or additional funding for student transportation. Also, changes in student disability designations are not matched with additional transportation funds. Interviews and data analysis revealed that this situation has resulted in substantial changes in service delivery, especially in regard to transporting students who qualify for special transportation based on their Individual Educational Program (IEP).

This situation presents many potential problems for the WCS Transportation Department, at least one of which has already resulted in a direct challenge to transportation efficiency. Currently, WCS special needs students are transported to multiple locations across the school district, some traveling for long periods of time.

RECOMMENDATION 6-4:

Require all new programs to include planning and funding for student transportation.

The impact of programmatic decisions on student transportation is a challenge for any school district and must be included in all district planning. Further, the costs associated with moving students to and from academic programs are high, and overlooking these costs in district-wide planning can create financial problems for the transportation department that will eventually have to be addressed by the school district. It is suggested that a team of education administration, WCS transportation officials, and other operational leadership meet at least twice annually to strategize, study this issue, and develop specific strategies to minimize negative impact. The programmatic and student placement issues must be addressed, with the impact on transportation being one of the key planning indicators. The superintendent should ensure that the director of safety and transportation and selected staff are included in programmatic discussions that impact student transportation. In addition, proposed changes in transportation services to students with IEP's should include input from the transportation department.

FISCAL IMPACT

There is no additional cost associated with this recommendation, as all shortfalls in departmental budgets must eventually be dealt with district-wide. The implementation of this recommendation will avoid long-term consequences associated with not planning for, or underfunding, student transportation. It is estimated that the planning process will require 15 hours of staff time annually.

FINDING

WCS does not have a comprehensive school bus replacement plan that will ensure the ongoing viability of the fleet. The transportation department is currently using a state-mandated 12-year plan to fund bus replacement. This policy recently changed from the previous 10-year cycle, impacting all West Virginia districts.

Exhibit 6-9 shows the most recent inventory of WCS school buses. As can be seen in the exhibit, only six of the current 60 WCS buses are at least 12 years old, and would be potentially scheduled for replacement funding under the current replacement plan. In fact, there are only four additional buses that would be scheduled for replacement under the previous 10-year replacement cycle. It is apparent from this analysis that WCS often replaces buses well before the 12-year mark would be reached.

Interviews with WCS staff revealed that the mountain terrain and the excessive use of salt on mountainous icy roads results in rapid deterioration of school buses. Consultants observations substantiated these claims. There were many examples of premature deterioration in an otherwise quality bus fleet.

**EXHIBIT 6-9
WYOMING COUNTY SCHOOLS
BUS INVENTORY
SEPTEMBER, 2011**

BUS NUMBER	MODEL	CAPACITY	CHASIS TYPE	FUEL TYPE
1	2001	77	Bluebird	Diesel
2	2001	77	International	Diesel
3	2001	89	International	Diesel
4	2001	89	International	Diesel
11	2002	89	International	Diesel
12	2002	89	International	Diesel
13	2002	89	International	Diesel
14	2002	47	International	Diesel
15	2002	47	International	Diesel
16	2002	89	International	Diesel
17	2002	77	Bluebird	Diesel
18	2002	77	Bluebird	Diesel
19	2002	77	Bluebird	Diesel
20	2002	77	Bluebird	Diesel
21	2002	77	Bluebird	Diesel
22	2004	77	Bluebird	Diesel
31	2004	47	International	Diesel
32	2004	89	International	Diesel
33	2004	89	International	Diesel
34	2004	77	International	Diesel
35	2004	77	International	Diesel
36	2004	77	International	Diesel
37	2004	77	International	Diesel

**EXHIBIT 6-9 (Continued)
WYOMING COUNTY SCHOOLS
BUS INVENTORY
SEPTEMBER, 2011**

BUS NUMBER	MODEL	CAPACITY	CHASIS TYPE	FUEL TYPE
51	2007	77	Thomas	Diesel
52	2007	77	Thomas	Diesel
53	2007	77	Thomas	Diesel
54	2007	89	International	Diesel
55	2007	89	International	Diesel
61	2008	89	Thomas	Diesel
62	2008	89	Thomas	Diesel
63	2008	89	Thomas	Diesel
64	2008	89	Thomas	Diesel
71	2008	77	Freightliner	Diesel
72	2008	77	Freightliner	Diesel
73	2008	47	International	Diesel
74	2008	47	International	Diesel
80	2009	89	Freightliner	Diesel
81	2009	89	Freightliner	Diesel
82	2009	77	International	Diesel
83	2009	77	International	Diesel
84	2009	77	International	Diesel
91	2010	47	Bluebird	Diesel
92	2010	77	Bluebird	Diesel
93	2010	89	Thomas	Diesel
94	2010	89	Thomas	Diesel
95	2011	53	Thomas	Diesel
112	2011	89	Thomas	Diesel
113	2011	89	Thomas	Diesel
114	2011	77	Thomas	Diesel
115	2011	77	Thomas	Diesel
962	1997	77	International	Diesel
964	1997	77	International	Diesel
973	1998	65	International	Diesel
974	1998	65	International	Diesel
975	1998	47	International	Diesel
983	1999	71	International	Diesel
990	2000	89	International	Diesel
991	2000	89	International	Diesel
994	2000	35	International	Diesel
995	2000	35	International	Diesel

Source: WCS Transportation Department, September 2011.

RECOMMENDATION 6-5:

Implement a school board policy to supplement the mandated 12-year bus replacement cycle, as needed.

While this state-mandated change was certainly designed to reduce costs in bus replacement and utilizing a 12-year replacement cycle is an appropriate strategy in many school districts across the state, this policy change does not take into account the rugged nature of the terrain in many of the rural counties of West Virginia, including Wyoming County. Evidence of rapid deterioration of buses exists sufficient to require a formal strategy to address the future quality of the fleet.

School bus replacement cannot be left to fiscal convenience or external mandate. Often the costs associated with maintaining older buses exceed the utility of those buses. There are also substantial safety concerns that go along with maintaining an aging, or prematurely deteriorating, fleet. While WCS has many newer buses, the effects of mountain routes will soon be evident. The issues, both fiscal and safety-related, necessitate a formal board policy that supplements the state replacement cycle if buses deteriorate faster than the state replacement plan.

FISCAL IMPACT

This recommendation will potentially require additional funding from the board to supplement the replacement of deteriorated buses. It is impossible to determine, at this point, how soon this new state policy will begin to negatively impact WCS and other rural districts.

6.3 Vehicle Maintenance

FINDING

WCS vehicle maintenance responsibilities are performed by a team of highly qualified mechanics. Many of the maintenance staff, including the foreman, have been with WCS for many years. The central maintenance garage is a facility capable of servicing the extensive fleet. By all accounts, the services provided by this staff are exceptional. A physical review of the fleet by the review team found it to be in top condition. Further, WCS drivers confirmed that there was rarely a delay in receiving service, and offered high praise for this function.

COMMENDATION 6-C:

The department provides outstanding service in maintaining the fleet.

FINDING

The vehicle maintenance facility is heated using recycled oil from the school buses. This system utilizes the used oil that is accumulated from the many bus oil changes to heat the entire maintenance area. This strategy eliminated the need for natural gas to heat the large open area, and reduced the overall cost to operate the transportation department. As a considerable bonus, this method promotes environmental responsibility by using the oil that would have to be taken to a recycling facility.

COMMENDATION 6-D:

The use of recycled motor oil to heat the vehicle maintenance facility is efficient and environmentally responsible.

FINDING

The current management of the inventory of parts and supplies in the transportation department is insufficient to maintain an accurate accounting of stored items.

Interviews with WCS staff revealed that there is an informal process for dealing with stored parts and supplies in the transportation department. Staff cited the lack of formality as a potential issue, but also stated that the lack of process hasn't impacted the delivery of services in the department.

Onsite observations revealed small amount of stored parts and supplies that were organized, if not cataloged. A review of submitted transportation data revealed a parts inventory list for the department. This document provided the description and estimated values of mainly tires and wheels stored at the facility. The total accounting for these items was slightly over \$35,000. The inventory list went on to cite the "estimated" value of all parts stored at the facility as "\$80,000-\$100,000." At minimum, this situation documents what amounts to a \$45,000-\$65,000 guess of what items are available or worth.

RECOMMENDATION 6-6:

Conduct a baseline inventory of all parts stored and maintain an ongoing, accurate accounting of all items.

While WCS does not store a tremendous amount of spare parts, deciding to deal primarily with local parts vendors as needed, it is nonetheless critical to account for all items of value purchased with public funds. By the department's own estimate, the inventory lacks detail on as much as \$65,000 in parts and supplies. Clearly, this process is inadequate and should be corrected. The director of safety and transportation should implement the inventory immediately and monitor the ongoing accounting of public property.

FISCAL IMPACT

There is no specific fiscal impact associated with this recommendation; however, it is estimated that approximately 20 hours of initial inventory time will be required, with approximately 10 hours needed on an annual basis.

7.0 TECHNOLOGY MANAGEMENT

7.0 TECHNOLOGY MANAGEMENT

This chapter presents findings, commendations, and recommendations relating to the use of administrative and instructional technology in Wyoming County Schools (WCS). The sections of this chapter are:

- 7.1 Organization and Planning
- 7.2 Infrastructure and Computer Assets
- 7.3 Community Involvement
- 7.4 Website
- 7.5 Student Technology Innovation
- 7.6 Technology-Related Professional Development

CHAPTER SUMMARY

MGT of America, Inc., reviewed the organization, district and school planning, infrastructure, professional development, purchasing, maintenance and repair support, and asset tracking as they relate to technology. WCS has 374 staff to serve approximately 4,200 students as of the current school year. This chapter addresses how the district supports technology for these students and staff. According to documentation, there are 2,433 computers and servers throughout the district for administrative and instructional use.

WCS updated the wide area network (WAN) during the 2010-11 school year from using T1 lines to fiber optic, which provided increased speed across the district. This upgrade was accomplished through the use of over \$672,000 in eRate funds. The district continues to use eRate funds to assist ongoing communication services for phones and data lines. These funds are supplemented with the West Virginia Department of Education (WVDE) Tools for Schools monies to support technology.

As shown in **Exhibit 7-1**:

- The district increased their funding in 2010-11 over the previous year by more than \$10,000.
- The district evenly split funding between primary and secondary schools.

EXHIBIT 7-1 WYOMING COUNTY SCHOOLS TOOLS FOR SCHOOLS FUNDING 2009-10 and 2010-11 SCHOOL YEARS

SCHOOL LEVELS	2009-10			2010-11		
	HARDWARE	SOFTWARE	TOTALS	HARDWARE	SOFTWARE	TOTALS
Elementary	\$53,808		\$53,808	\$65,689	\$3,705	\$69,394
Secondary	\$49,989	\$3,819	\$53,808	\$66,202	\$3,192	\$69,394
District Totals:	\$103,797	\$3,819	\$107,616	\$131,891	\$6,897	\$138,788

Source: WCS Technology Plan, 2010-12.

In addition to the above-mentioned funds, WCS also received \$38,959.39 during the 2009-10 school year as part of the Enhance Education Through Technology (EETT) and

the American Recovery and Reinvestment Act (ARRA) formula grants. These funds were not available for the 2010-11 school year.

Commendations in this chapter include:

- Commendation 7-A** The district has implemented a process to track technology-related assets for instructional use while distinguishing those purchased with Title I funds.
- Commendation 7-B** The district provides a unique approach to showcase and train stakeholders on technology used in the school.
- Commendation 7-C** Technology is clearly embraced in WCS, as shown by Pineville Middle School students winning a technology-related competition.
- Commendation 7-D** WCS has implemented a commendable practice to offer technology-related professional development to instructional staff.

The following recommendations are included in this chapter:

- Recommendation 7-1** Improve the efficiency and effectiveness to technology support by adding a half-time position through RESA 1 and fully implementing the newly-purchased work order application.
- Recommendation 7-2** Use filters to block social media sites, only provide access on an as-needed basis for instructional purposes, and add specifics to the Acceptable Use Policy.
- Recommendation 7-3** Develop a plan to add wireless connectivity throughout all buildings in the district.
- Recommendation 7-4** Create a process for tracking of administrative assets related to technology similar to the process for tracking instructional-related technology assets.
- Recommendation 7-5** Develop a plan to examine all servers in the district and to mitigate the risk to these assets.
- Recommendation 7-6** Improve the district and school websites to be consistent, robust, and more user-friendly.
- Recommendation 7-7** Develop and implement a secured Intranet site for instructional and administrative staff.
- Recommendation 7-8** Develop and maintain a technology-related professional development plan for administrative staff.

7.1 Organization and Planning

Twenty years ago, technology was seen as an add-on in school systems, indeed in many organizations, including many private businesses. Now, technology is a fundamental component of almost every organization.

School districts look to the International Society for Technology in Education (ISTE) for guidance in how they should be organized. In fact, this organization has developed a Technology Support Index rubric to assist school districts in determining their needs in technology support. This index states that technical support functions and instructional technology functions should report differently, but each unit should be cohesively organized and have communication between units. This is the case for WCS, which is appropriate for the district's size.

Planning is the key to success in using technology. This approach applies to a school district overall, as well as to each school. Schools need technology plans that are closely aligned with their curricula. Technology is a powerful tool that can greatly enhance the teaching and learning process. Similarly, a school district's technology plan needs to be designed to help the district achieve educational goals. WCS has detailed plans that meet the state standards for technology for each school and for the district.

FINDING

Support for maintenance and repair is lacking because of the limited number of staff available in the district and the work order process that has not been automated.

The technology functions are organized into two separate and distinct areas, administrative and instructional technology, and the areas communicate with each other on an ongoing basis. However, there is not enough support for the district in terms of maintenance and repair of computers and associated peripherals. The district is spread across more than 500 square miles and has over 2,400 computers and servers in operation with only 2.5 FTE available for support. One half-time position supports the West Virginia Education Information System (WVEIS) and also supports the repair and maintenance of central office servers, routers, computers, and peripherals. The other two FTE support all 14 schools in the district. This support includes the maintenance and repair of all hardware, software, servers, routers, and peripherals used by teachers, students, and school administration.

The review team requested open work order and aging information. Staff indicated that this information is not available, because work orders are submitted either by e-mail or in person when technicians are out in the schools. Staff indicated that the district recently purchased SchoolDude[®] which will be implemented during this school year. Staff further indicated that there is not enough time to keep up with the requests being called or e-mailed to them.

ISTE standards state that school districts with computer-to-technician ratios of over 250:1 are considered "low" on the efficiency scale. With WCS having 2.5 positions for this purpose, the district is at a ratio of 973:1. According to the district's technology plan,

and the EETT goals of having a 1:1 ratio of computers to students, the district needs to add technology support staff or will continue to be performing at a low level of efficiency.

If a computer is not being used, an investment is not being used. Computers, however, are not the only technologies that need technical support. Printers often jam or minor parts break and need attention, as do servers, routers, switches, and other components. Some pieces of equipment, such as an e-mail server, are more critical to the overall operation of the school system, but every computer frozen or printer broken affects the efficiency and effectiveness of an employee or student.

An inoperable student computer or local area network (LAN) in a computer lab is even more problematic. Instruction for students is interrupted and jeopardized. Possibly even worse, for teachers just starting to use technology in the classroom, a problematic system or lab with a network down makes a teacher even less willing to use technology with students.

A more effective approach to improve performance in the area of technology would be to add a half-time person through Regional Education Service Agency (RESA) 1 to better keep up with the requests for assistance related to hardware and software by district personnel. Though this is not at the optimum efficiency per ISTE standards of 75:1; it will provide relief to current staff and improve response time to schools submitting work orders.

RECOMMENDATION 7-1:

Improve the efficiency and effectiveness of technology support by adding a half-time position through RESA 1 and fully implement the newly-purchased work order application.

This recommendation would allow the district to respond more quickly to staff needing assistance with hardware and software. The 2.5 positions are not adequate to keep up with the current workload, and will be even more inadequate in the future, as WCS is trying to move to a computer-student ratio of nearly one-to-one.

Additionally, the district needs to fully implement the new electronic work order system. The superintendent send an e-mail to all staff to complete work orders in the new system so that performance measures can be created and data can be captured and analyzed for future staffing needs. This is an important step in determining the specific needs of a district.

FISCAL IMPACT

The district could implement this recommendation based on their previous discussions with the RESA to hire an addition half-time employee to work alternating two- and three-day weeks in the district. The cost is estimated at \$26,000, including benefits. The work order system has already been purchased and is not included in the fiscal impact of this recommendation.

RECOMMENDATION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Add a Half-Time Position Through RESA 1	(\$26,000)	(\$26,000)	(\$26,000)	(\$26,000)	(\$26,000)

FINDING

The current acceptable use policy for (AUP) telecommunications and computer networks does not include a provision for the non-instructional use of social media.

The policy does incorporate cyber bullying by stating that users “will not disturb, harass other computer users by sending unwanted mail or by other means.”

There have been many articles from sources including *Education Week and Consortium of School Networking (CoSN)* on how districts are trying to cope with social media impacts and how to distinguish those sites used for educational purposes versus those strictly for personal communication and interaction. Most school districts and regional educational centers, like Harris County Board of Education (TX), block these types of sites by using filters on networks and allowing access only on an as-needed basis. This practice also helps protect district networks from unwanted viruses. Best practice would recommend that WCS incorporate a policy of blocking social media sites through the use of filters unless a specific site is requested by a teacher as part of a lesson plan. This practice can be accomplished by having the technology coordinator request assistance from RESA 1 on the steps to take for adding filters and for information on how to change the filter for specific sites should teachers request them for instructional purposes. All requests should be approved by curriculum and instruction staff.

Further, the technology coordinator needs to work with the superintendent to add language into the AUP for board approval. Then all staff and students should be informed of the new policy and sign the newly-adopted forms on an annual basis.

RECOMMENDATION 7-2:

Use filters to block social media sites, only provide access on an as-needed basis for instructional purposes, and add specifics to the acceptable use policy.

With the advancement of technology in all components of our lives, including education, students and staff need to be mindful that social media sites may jeopardize the integrity of the infrastructure by accidentally allowing a virus into the system. The district needs to update the AUP to incorporate language in the policy to not allow social media sites to be accessed with WCS computers or phones with internet access.

FISCAL IMPACT

A fiscal impact cannot be identified until the district reviews the recommendation with RESA1 and determines the types and costs of filtering. Once a direction is selected, then specific costs associated with the filters, especially if software is needed, can be derived. For the routine maintenance of the filter blocking and requests for access, hours would be based on the number of requests made.

7.2 Infrastructure and Computer Assets

Infrastructure is the underlying system of cabling, phone lines, hubs, switches, and routers that connects the various parts of a computer network. It is similar in nature to a human skeleton or a country's road network—it accomplishes no work on its own, but enables other systems to perform their functions.

Of all technology resources, the infrastructure is the most important. If a sound infrastructure is in place, most users will have a means of accessing people and information throughout their organization and beyond, greatly facilitating their ability to accomplish the responsibilities of their job. Increased efficiency and effectiveness will be the result.

Technology-related assets include a wide array of equipment, from a laptop on the teacher's desk to servers in an information technology (IT) room. It is important for all such assets to be accounted for on a routine basis to mitigate risk issues associated with lost or stolen property.

FINDING

While the district has recently switched to fiber optic, wireless technology needs to be incorporated in all WCS buildings, including the central office.

The new Pineville Elementary School is in the final planning stages with groundbreaking scheduled for later this calendar year. Interviews with administrative and technology staff involved in the planning indicated that wireless technology will be included for the new school. However, administrative staff indicated a reluctance to incorporate wireless technology, due to security issues that may be encountered by incorporating this type of connectivity.

Overall, staff interviews revealed excitement that the new elementary school will have wireless technology and enthusiasm about getting wireless technology throughout all schools and buildings in the district. During several interviews, teachers and technology coordinators indicated that it takes approximately 15 minutes to set up the mobile laptops on the carts due to all of the wires associated with each computer. This set-up time reduces educational service delivery and students suffer by not having the full instructional period.

The Ulysses Unified School District 214 (KS) is a rural district with approximately 1,700 students across four K-12 schools and one career academy. The district is spread across 517 square miles, which is similar to the 507 square miles for Wyoming County. Similar to WCS, Ulysses Unified started with no wireless in the district, but recently deployed 802.11n wireless technology throughout the district. (Note: This is a wireless standard that increases transmission speeds to 300 Mbps and beyond. Since 802.11n works in both the 2.4 GHz and 5 GHz frequency bands, it is compatible with legacy 11a and 11b/g users.) The Kansas district design allowed for fewer cable runs and staff there report that it has helped with load balancing of network traffic.

Current technology staff could contact the Kansas district for more information to best determine the appropriate action items to pursue wireless technology for WCS. Following this meeting, a group could be formed with the assistant superintendent

overseeing technology, the director of curriculum and instruction, and the instructional technology coach to draft a specific plan of how to implement wireless technology throughout the district.

RECOMMENDATION 7-3:

Develop a plan to add wireless connectivity throughout all buildings in the district.

Wireless technology allows computer systems to be connected without using cables. The computers can be moved around the school and used to access the network where needed. These locations can allow for classrooms held outdoors, the library, and cafeteria. Wireless will also allow for mobile carts to be wireless and allow for teachers to immediately provide instruction after passing out laptops to students, without having to spend time connecting all of the wires.

Having wireless technology will also allow for WCS students to be more in touch with the 21st century in terms of connectivity, which is especially important for today's high school students so that they can more easily adapt to college or work life upon graduation. Implementation of this recommendation also aligns with West Virginia's Global21 Initiative which states that "all high schools will have campus-wide wireless access by 2011."

Following the onsite visit, MGT has learned that the district has been working on having wireless capability in all schools for special education areas using ARRA funding. In addition, the district is working on a plan to provide wireless in all schools as funds become available.

FISCAL IMPACT

Due to the complexity and geographic distances of the district, it is not possible to estimate the fiscal impact. It is recommended that WCS contact service providers to determine the cost to implement wireless technology. The district should request financial help from the next eRate funding cycle and determine how the state or district can provide the remaining funds needed. In addition, the team created as part of the implementation plan could contact the Distance Learning and Telemedicine Program (DLT), available through the U.S. Department of Agriculture, to request funding. This organization is designed specifically to meet the educational and health care needs of rural America through loans, grants, and loan/grant combinations based on a belief that advanced telecommunications technologies provide enhanced learning opportunities for rural residents.

FINDING

WCS has created a detailed inventory list of instructional technology-related assets in the schools. The district has further created a detailed listing of assets or other non-capitalized items purchased with Title I funds and reports are updated following each annual inventory.

It is important for any business entity to track assets, especially those purchased with federal, state, or local funds, to show how monies have been spent. This practice is especially true for school systems since shareholders want accountability of funds spent

and schools tend to move technology-related assets frequently to accommodate the needs of teachers and students. WCS takes this a step further by recording federal Title I funds used to purchase technology in a separate report, which is a commendable practice. However, these data are not available for administrative technology assets that are equally important.

Best practices, like those in Gwinnett County Public Schools (GA), recommend that districts provide reports on all technology-related assets and conduct annual inventories to ensure that these items are well-maintained and accounted for so tax payers know dollars are spent wisely and that the district is monitoring where assets are located.

COMMENDATION 7-A:

The district has implemented a process to track technology-related assets for instructional use while distinguishing those purchased with Title I funds.

RECOMMENDATION 7-4:

Create a process for tracking of administrative assets related to technology similar to the process for tracking instructional-related technology assets.

Inventories of technology-related equipment are important, especially in school districts where these assets are moved from classroom to classroom and used by students and staff alike. Inventories provide specific records to track for insurance purposes, allow for a quick analysis when preparing budgets, and are useful in creating technology plans for the district. Furthermore, this practice provides confidence in the way the district accounts for and protects assets.

FISCAL IMPACT

This recommendation can be implemented by adding administrative technology to the current instructional technology-related asset lists and respective reports. The recommendation can be accomplished by using current staff and the recommended half-time position from RESA 1 (**Recommendation 7-1**). These staff would need approximately 80 hours per year to physically locate and track administrative equipment related to technology for WCS.

FINDING

WCS has not created a plan to examine server rooms throughout the district and to mitigate risks to these important assets.

While the central office server room is located in a secured location, the room is not environmentally controlled or free of clutter to ensure the proper shelter of equipment contained within the room. During the onsite visit, the review team observed the condition of the central office server room. As shown in **Exhibit 7-2**, the room has many boxes and clutter and two of the server boards are propped on their side.

**EXHIBIT 7-2
WYOMING COUNTY SCHOOLS CENTRAL OFFICE SERVER ROOM
2011**



Source: MGT photos during onsite review; 2011.

Other servers were located in labs, as revealed in **Exhibit 7-3**. As shown, the servers are in the open and mounted above student computers in the computer lab, rather than located in secure, appropriately climate-controlled areas.

**EXHIBIT 7-3
PINEVILLE MIDDLE SCHOOL
2011**



Source: MGT photo during onsite review, 2011.

Servers provide the connection for all applications and all computers run within the district and/or school's network(s). It is critical for these assets to be protected by shielding them from users accidentally, or purposely, disturbing them. They should be located in clean and appropriately cooled environments, as clutter and warm temperatures place them at risk for overheating or collecting dust and, thus, crashing well before their anticipated life expectancy. Servers, like computers, do not run effectively and efficiently when they are placed in areas like those shown in the two exhibits above. Further, servers are not meant to be operated on their side, as in the case of two located in the central office.

The district has not yet developed a plan to examine these assets. WCS needs to protect these servers to ensure the integrity of data for the district.

RECOMMENDATION 7-5:

Develop a plan to examine all servers in the district and to mitigate the risk to these assets.

The district can implement this recommendation by having the technology coordinator and electronic technicians, as well as the recommended part-time staff member, examine these areas across WCS. This recommendation needs to be implemented as soon as possible and each of these technology-related staff should work with facilities and school administrators to visit each location, determine the need for portable or fixed air-conditioners, develop plans to provide enclosed rooms to further protect the servers, and remove all non-technology related items from the server rooms. This review should be conducted annually to ensure that locations are secure and appropriate for this important technology equipment.

FISCAL IMPACT

This recommendation can be implemented by using current and recommended staff. The district should allow for one hour per site for examination; one to two hours for site-based staff to remove all non-technology equipment and storage out of the areas; and an additional 10 hours to create a needs assessment, including estimated costs of any construction of IT closets or the purchase of cooling equipment.

7.3 Community Involvement

The district has been very successful in gaining support from the community as it relates to bond approvals, as discussed in **Chapter 3.0** of this report. In today's society, it is important to provide accountability and transparency when using taxpayers' funds, especially when funds associated with technology are rather high in comparison to other expenditures. It is equally important to showcase how technology is being implemented within the district.

FINDING

The WCS instructional technology staff hold an annual technology open house at each of the district's schools. The open house provides opportunities for students,

parents/guardians, grandparents, other extended family, and the community to learn how technology is enhancing each student's learning experience. The instructional technology coach showcases the technology used in the classroom and even allows attendees hands-on experience in the school's computer lab. This experience teaches family members how to log on to computers and access the school's website as well as the different software applications that the students use. This practice helps all involved by enhancing the parent's understanding of the student's experience and increasing the likelihood that they can assist with homework assignments to further student proficiencies. **Exhibit 7-4** shows the programs/applications addressed during the K-8 open houses, and **Exhibit 7-5** shows the programs/applications for grades 9 through 12.

**EXHIBIT 7-4
WYOMING COUNTY SCHOOLS ANNUAL TECHNOLOGY OPEN HOUSE
K-8 PROGRAM AGENDA
2010-11**

- I. Safety and Acceptable Use of the Internet / Policy 2460
- II. Software
 - Acuity
 - Odyssey
 - WV Writes
 - TechSteps
 - Renaissance Learning
 - Accelerated Reader
 - Math Facts
- III. Hardware
 - Document Camera
 - Responders
 - Interactive Whiteboards (Intelliboards or Mimio)
 - Handheld Chalkboard
 - Listening Center
 - Presentation Station
- IV. Home/School Connection
 - Parents 21
 - Learn 21
 - Lexile Framework for Reading
 - School Web Page
 - School Information
 - Internet Resources
 - Tips for Parents
 - Student Study Tips
 - Renaissance Learning <http://hosted82.renlearn.com/33450/homeconnect>
 - Accelerated Reader
 - Student Progress
 - Book Level
 - Bookshelf
 - Book Finder
 - Math Facts
 - Objectives Mastered
 - Practice at Home (must have done at least one lesson at school for Math Facts Home Connect to be activated)

Source: WCS Curriculum and Instructional Division, 2011.

**EXHIBIT 7-5
WYOMING COUNTY SCHOOLS ANNUAL TECHNOLOGY OPEN HOUSE
SECONDARY SCHOOLS PROGRAM AGENDA
2010-11**

- | | |
|------|---|
| I. | Safety and Acceptable Use of the Internet / Policy 2460 |
| II. | Software
Acuity
Odyssey
WV Writes
TechSteps
Renaissance Learning
Accelerated Reader
Math Facts |
| III. | Hardware
Document Camera
Responders
Interactive Whiteboards (Intelliboards or Mimio)
Handheld Chalkboard
Listening Center
Presentation Station |
| IV. | Home/School Connection
Parents 21
Learn 21
Lexile Framework for Reading
School Web Page
School Information
Internet Resources
Tips for Parents
Student Study Tips |

Source: WCS Curriculum and Instructional Division, 2011.

The district further organizes these open houses to be in conjunction with parent-teacher conference nights or extra-curricular activities to increase attendance. The dates are staggered so district resources can be dedicated to one school at a time.

These annual technology open houses provide an avenue to showcase the technology used with funds provided by the federal and state governments, as well as local taxpayers. This event also includes hands-on training so attendees can better access applications from home. This technology open house allows community members and parents to be actively involved in the success of the students.

COMMENDATION 7-B:

The district provides a unique approach to showcase and train stakeholders on technology used in the school.

7.4 Website

Websites have become one of the primary vehicles used by the private and public sectors to promote services or products offered, identify locations of regional offices or schools, provide testimonies from satisfied customers or former students, and/or deliver any other message that they want the public to see. Furthermore, these sites are becoming exceedingly important resources for students, parents, district staff, and those searching employment opportunities within a school district.

FINDING

The district and each of the schools lack consistent, robust, and user-friendly websites.

The current district website uses animations like those used in some PowerPoint[®] presentations when clicking on any of the links. This process is not user-friendly, as it considerably slows down connections and does not allow the user to quickly navigate through the screens. This slow animation process is especially a problem for visitors and users who are outside of the WAN, which can lead to frustration, especially for parents.

The site also lacks robust information because it does not have links that most school systems are using to showcase their district schools, such as those found in Isle of Wight County Schools (VA), who developed a website that provides a wealth of information to the public. The site contains information on almost every aspect of the district including:

- Board member profiles.
- Board minutes and agendas.
- District and school news.
- District strategic and technology plans.
- Links to administration offices.
- Budget information.
- Student admission information, including street names for school zones.
- District and school staff directories.
- Breakfast and lunch menus.
- Staff and student assistance links.
- Employment opportunities and applications.
- School links.

Additionally, WCS has inconsistent school websites making it difficult for visitors to get the same information about each school, and the school sites are not easily identifiable as belonging to Wyoming County Schools.

The WCS district website is updated and managed by the district technology coordinator; the school websites are updated and managed by school-based staff. The district is in the process of purchasing software to streamline the process for website updates. This software needs to be expanded to include the district's site as well as all school sites, and each site should provide more information like that identified above. The current central office technology coordinator should be responsible for the district's

main site while the instructional technology coach should coordinate with each school principal on creating and updating the school website.

RECOMMENDATION 7-6:

Improve the district and school websites to be consistent, robust, and more user-friendly.

The district needs to add the information included above, as well as parent and student resources; school attendance zones; recent awards given to the district, staff, and students; a way to contact staff, including the superintendent; board policies; financial reports; WCS logo on all pages at the top, using school logos and colors for their individual sites; and a way to contact the webmaster for information.

It is also important for staff to ensure content is appropriate and updated on a routine basis.

FISCAL IMPACT

This recommendation can be implemented with the recently purchased web software using the central office technology coordinator, the instructional technology coach, and school-based contacts. It is estimated that 100 hours by these individuals will be needed to plan and incorporate the new websites for the schools and the main WCS site. Once implemented, these individuals will need approximately 10 hours per month to update the site to keep contents current.

FINDING

The district lacks a secured Intranet site for administrative and instructional staff use.

School districts use secured Intranet sites to provide information to both administrative and instructional staff that they do not want the general public to access. According to staff interviews and documents requested, WCS does not have a secured Intranet site for this purpose.

School districts throughout the country use these sites to provide information, including, but not limited to:

- Teacher resource links.
- Technology standards.
- Frequently asked questions for each area of operation, including technology procedures.
- Administrative meeting calendars.
- Committee meetings.
- Purchasing information.

- Instructional software frequently asked questions.
- Specific information related to district processes.

RECOMMENDATION 7-7:

Develop and implement a secured Intranet site for instructional and administrative staff.

The district's technology coordinator and electronic technicians need to develop and implement a secured Intranet site. The site should include the following items, at a minimum:

- Teacher resource links such as Think Finity webinars, Acuity, Teach21, Learn21, Web Mail[®], WV Writes, Renaissance Place, Model Classrooms, Tech Steps, WebTop, and Think Central.
- Technology standards for purchasing.
- Frequently asked questions for each area of operation, including technology procedures.
- Administrative meeting calendars with locations, agendas, and contacts.
- Committee meetings with locations, agendas, and contacts.
- Purchasing information for major district items.
- Instructional software frequently asked questions.
- Specific information related to district processes.
- Links to administrative staff.

In addition to the above, these three staff should seek input from other WCS employees on other topics to include on the newly-developed site. Once implemented, the technology staff should continue to seek input on an annual basis for updates to this site.

FISCAL IMPACT

The district's technology coordinator and electronic technicians need approximately 120 hours to implement this recommendation.

7.5 Student Technology Innovation

Technology plays a major role in today's society and students are some of the key users through electronic toys, games, cell phones, personal media players, and computers. In order to capture and retain student interest, teachers in previously predominantly lecture-based courses need to find additional methods of instructional delivery. One way to

enhance course delivery is to incorporate technology, which is a requirement of West Virginia's Global21 Initiative.

FINDING

WCS students received national exposure in an innovative competition where they used technology. Sixth grade students at Pineville Middle School won a web-based science, technology, engineering, and math (STEM) competition using technology learned in the district.

The students won first place in the state eCybermission contest, which promotes and enables students from a diverse range of proficiency, interests, and backgrounds to recognize the real-life applications of STEM studies. The competition is sponsored by the U.S. Army and is open to all states for students in grades six through nine. Teams comprised of three to four students select a "mission challenge," use scientific methodology to solve a problem in the community, and submit results. Each of these steps is under the guidance of an adult team advisor. "Mission challenges" selected by students include one of the following topics:

- Alternative sources of energy
- Ecosystems
- Environment
- Food, health, and fitness
- Nanotechnology
- Robots and robotics
- Speed, velocity, accelerations, vectors, and scalars
- Sports and recreation

The Pineville Middle School team conducted a project to educate the community on how to reduce juvenile diabetes. An analysis and interpretation of data supported the hypothesis of family health behaviors being directly associated with juvenile diabetes. Data tables, charts, and graphs were used to exhibit all and described how they could retest or further test their hypothesis and the effects of their solution.

COMMENDATION 7-C:

Technology is clearly embraced in WCS, as shown by Pineville Middle School students winning a technology-related competition.

7.6 Technology-Related Professional Development

Training in the use of technology is the most critical factor that determines whether technology is used effectively. Teachers and administrators must be comfortable using technology, and they must know much more than merely how to operate the equipment. In fact, teachers must integrate technology effectively into their teaching, and administrators must use technology to better manage their schools and the district as a whole.

Training must also be ongoing. Teachers and administrators need to continuously have an opportunity to improve their technology skills, and they need opportunities to interact with peers so that they may share new strategies and techniques. Studies indicate that it may take three, four, or even five years for a teacher to acquire the level of expertise desired. Consequently, it should be recognized that mastering this approach is not something that can be achieved quickly. Planning and support for technology-related professional development must take this factor into account.

School and district administrators are the key to integrating technology into the curriculum. Although instructional staff are on the front lines, administrators are often the driving force behind increasing levels of technology use in the schools. Administrators making technology a priority in their schools lead to teachers making technology a priority in their classrooms.

FINDING

According to documentation provided by WCS, an overwhelming majority of teachers have had teacher technology training. The majority of teachers had between 16 to more than 50 hours of this type of training, as of the onsite visit.

The district provided schedules for each school showing the days and the training topics offered for instructional staff. The summer courses included the following topics:

- Acuity
- Assessments
- Depth of Knowledge
- Inspiration/Kidspiration
- NetOp
- Odyssey
- Project Based Learning
- Standards Based Learning
- Teach21
- Tech Steps
- Thinkfinity (High School)
- WV Writes
- Classroom Tech Tools
- NEO2
- CPS Responders
- Mimio
- ThinkCentral
- Mathematics
- Math Facts
- Content Standards and Objectives
- Technology Applications
- Writing with Technology
- Professional Learning Communities

The district also provides manuals for each teacher with specifics related to software used in the schools. According to WCS staff, this is a helpful tool that allows teachers to quickly reference information pertaining to software used throughout the district.

While all of this training is created and provided for instructional staff, WCS does not provide this same support for administrative staff. This information was corroborated through interviews and requests for documentation by the review team.

COMMENDATION 7-D:

WCS has implemented a commendable practice to offer technology-related professional development to instructional staff.

RECOMMENDATION 7-8:

Develop and maintain a technology-related professional development program for administrative staff.

Just as it is important that teachers receive extensive staff development, it is also critical for administrative staff to regularly participate in training programs that enable them to stay current with technology. No other industry changes as rapidly as the technology industry. In order for administrative staff to provide the most efficient service to WCS, professional development is needed for all administrative staff. Such training would allow WCS to embrace the state's Global 21 Initiative goals relating to professional development (Goal 3) and Assessment/Evaluation (Goal 4).

FISCAL IMPACT

Implementation of this recommendation will require staff time to survey administrative staff on the types of training needed. It is estimated that it would take approximately 160 hours of technology staff time to develop, administer, and analyze the survey responses.

Additional hours would be required to create, offer, and deliver coursework to those requesting the training. The estimated hours are approximately 80 for course creation and another 10 to 20 hours for preparing and providing the course. The district may want to consider using the instructional technology coach or other teaching staff to deliver the courses or request interns from the local community or technical college. Interns may be able to provide such instruction at no cost in exchange for course credit.

**8.0 EDUCATIONAL SERVICE
DELIVERY**

8.0 EDUCATIONAL SERVICE DELIVERY

This chapter reviews the educational service delivery program in Wyoming County Schools (WCS). The review includes the programs offered and the staffing in support of those programs. The chapter is divided into two sections, as follows:

- 8.1 Educational Programs
- 8.2 Staffing

CHAPTER SUMMARY

WCS is located in the southwestern part of West Virginia. According to the district's official second month report dated September 2011, the student enrollment is 4,228, an increase of 67 students from the previous year.

WCS provides a traditional curriculum for students in grades kindergarten through 12. Students are served at 14 schools, including three elementary schools grades Pre-K through 4; three middle schools grades 5-8; five K-8 schools; two high schools serving students in grades 9-12; and one Career and Technical Center that serves both high school-aged students and adults. There are five schools that provide preschool programs. Wyoming County is one of only 23 districts in the state to receive approval to operate a preschool. The district program began in fall 2011, a year ahead of mandatory universal preschool that will be required for 4-year olds in all districts beginning in the 2012-13 school year.

Except for the two high schools and the Career and Technical Center, each school has additional support from the federal Title I program and all schools serve special needs students, as well as Gifted and Talented. The district also serves limited English proficient students (LEP) but has very few students who qualify for this service.

The director of curriculum and instruction is responsible for the district curriculum department and the development of instructional programs for the district. This position is under the supervision of the superintendent. The school-based administrators are under the supervision of the two assistant superintendents.

The curriculum office is very data-driven and it is made clear that student learning should be the focus of instruction.

"Curriculum" describes the content or subject matter information that is presented to students. "Instruction" describes the methods for providing the content or the programs used to help students learn. **Exhibits 8-1 to 8-3** provide information about the students and the instructional support programs in WCS.

Exhibit 8-1 shows the percentage of total enrollment in special programs for WCS and the identified peer districts. The exhibit includes the percentage of participation in three supplementary programs, the LEP program, special education, and the Title I program.

As shown in **Exhibit 8-1**:

- WCS had average enrollment in special education among the peer districts
- All comparison districts had more than 16 percent of their students in special education.
- The comparison districts had very low LEP enrollment; however, WCS had none.
- WCS was slightly above the peer average for Title I enrollment. With the exception of Hancock County, the peer districts were above 50 percent enrollment in Title I.

**EXHIBIT 8-1
WYOMING COUNTY SCHOOLS AND PEER DISTRICTS
ENROLLMENT IN SPECIAL PROGRAMS, 2009-10**

DISTRICT	ENROLLMENT		
	LEP	SPECIAL EDUCATION	TITLE I
Wyoming County	0.0%	18.1%	55.96%
Hancock County	0.2%	19.1%	48.94%
Mason County	0.2%	17.8%	60.02%
Nicholas County	0.2%	19.1%	54.78%
Upshur County	N/A	16.8%	52.26%
Peer Average	0.2%	18.2%	54.39%

Source: West Virginia Department of Education website, 2011.
N/A: Not available.

Exhibit 8-2 shows the percentage of needy students for WCS and the peer districts. West Virginia uses the term “needy” to describe the students who qualify for the federal free and reduced meal program. For the 2009-10 school year, WCS had a higher percentage of needy students than the peer district average, and was equal to the state average. In 2010-11, all districts had lower percentages of needy students than the previous year, except for Mason County which was .9 percent higher. Hancock County had the lowest percentage of needy students for both years.

**EXHIBIT 8-2
WYOMING COUNTY SCHOOLS AND PEER DISTRICTS
PERCENTAGE OF NEEDY STUDENTS
2009-10 AND 2010-11**

DISTRICT	PERCENTAGE OF NEEDY	
	2009-10	2010-11
Wyoming County	62.7%	56.2%
Hancock County	49.3%	49.0%
Mason County	58.8%	59.7%
Nicholas County	55.3%	54.6%
Upshur County	59.6%	51.9%
Peer Average	57.1%	54.3%
State Average	62.7%	54.3%

Source: West Virginia Education Information System, 2011.

Students in West Virginia are required to take the WESTEST2 once a year in grades 3 through 11. **Exhibit 8-3** displays the 2009-10 results for WCS and the peer districts on the WESTEST2 for students in grades 3–11 in all tested areas (math, reading, science, and social studies). The data are shown for each grade, including the number of students tested and the percent proficient on each of the tests. The average proficiency is shown for each grade and district.

As shown:

- WCS had the highest percent of students meeting standard in reading at every grade, except 5th grade.
- WCS students are less proficient in math than in reading.
- The WCS highest average proficiency was in 10th grade.

**EXHIBIT 8-3
WYOMING COUNTY SCHOOLS, PEER DISTRICTS, AND STATE
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									
Wyoming County	289	38.75%	289	51.55%	288	40.27%	288	34.37%	41.24%
Hancock County	328	52.74%	328	51.52%	318	42.13%	318	37.73%	46.03%
Mason County	293	37.54%	293	37.88%	285	35.78%	286	31.46%	35.67%
Nicholas County	288	42.01%	288	43.40%	284	38.38%	284	29.22%	38.25%
Upshur County	302	51.98%	301	51.16%	297	51.17%	297	44.44%	49.69%
FOURTH									
Wyoming County	285	41.40%	285	58.94%	285	30.17%	283	28.97%	39.87%
Hancock County	325	51.07%	325	53.23%	324	44.13%	320	37.18%	46.40%
Mason County	320	42.81%	320	42.18%	319	31.34%	312	33.33%	37.42%
Nicholas County	287	52.26%	287	48.08%	287	40.06%	281	38.07%	44.62%
Upshur County	306	39.86%	306	49.67%	306	38.56%	301	35.88%	40.99%
FIFTH									
Wyoming County	301	31.56%	301	45.84%	299	26.08%	299	27.09%	32.64%
Hancock County	319	43.26%	319	47.02%	311	36.65%	311	38.26%	41.30%
Mason County	317	37.53%	317	37.85%	313	32.26%	313	32.26%	34.98%
Nicholas County	297	55.89%	297	56.22%	295	43.05%	296	34.12%	47.32%
Upshur County	264	43.56%	264	49.62%	261	46.36%	261	38.69%	44.56%
SIXTH									
Wyoming County	324	39.81%	324	55.55%	324	33.64%	319	30.40%	39.85%
Hancock County	305	48.52%	305	48.52%	305	35.73%	299	31.10%	40.97%
Mason County	301	46.84%	301	43.52%	301	31.89%	296	29.05%	37.83%
Nicholas County	283	48.40%	284	52.46%	284	46.12%	279	34.40%	45.35%
Upshur County	276	40.94%	277	51.62%	277	50.18%	277	36.10%	44.71%

EXHIBIT 8-3 (Continued)
WYOMING COUNTY SCHOOLS, PEER DISTRICTS, AND STATE
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	
SEVENTH									
Wyoming County	329	38.29%	329	58.05%	329	40.72%	329	30.69%	41.94%
Hancock County	319	47.02%	319	46.70%	315	34.28%	314	32.16%	40.04%
Mason County	320	43.43%	320	42.81%	309	29.77%	309	30.42%	36.61%
Nicholas County	294	49.65%	294	57.48%	289	48.44%	289	39.44%	48.75%
Upshur County	284	39.78%	284	47.53%	281	39.14%	281	35.23%	40.42%
EIGHTH									
Wyoming County	305	50.49%	305	66.22%	301	41.19%	301	39.20%	49.28%
Hancock County	284	42.95%	284	48.59%	276	37.68%	276	28.26%	39.37%
Mason County	307	43.32%	306	46.73%	300	39.66%	299	36.45%	41.54%
Nicholas County	293	38.90%	294	46.93%	291	41.92%	291	40.20%	41.99%
Upshur County	263	39.16%	263	43.34%	259	43.24%	261	31.41%	39.29%
NINTH									
Wyoming County	348	43.10%	347	59.94%	347	29.10%	347	36.59%	42.18%
Hancock County	341	48.38%	340	46.76%	340	32.05%	340	42.64%	42.46%
Mason County	323	30.34%	323	43.65%	322	31.36%	323	33.43%	34.70%
Nicholas County	281	34.51%	281	50.88%	278	42.44%	279	41.21%	42.26%
Upshur County	326	43.10%	328	39.63%	325	31.69%	326	38.03%	38.11%
TENTH									
Wyoming County	264	45.07%	263	63.87%	263	44.48%			51.14%
Hancock County	292	50.00%	290	45.17%	288	43.40%			46.19%
Mason County	312	39.74%	310	42.58%	311	40.19%			40.84%
Nicholas County	267	40.82%	267	43.44%	264	38.63%			40.96%
Upshur County	271	40.59%	271	42.43%	271	45.01%			42.68%
ELEVENTH									
Wyoming County	220	43.18%	220	51.36%	215	35.81%			43.45%
Hancock County	277	52.70%	274	47.08%	266	39.09%			46.29%
Mason County	278	44.24%	280	44.64%	270	33.70%			40.86%
Nicholas County	291	32.96%	291	38.14%	283	29.32%			33.47%
Upshur County	210	41.42%	211	48.34%	205	34.63%			41.46%

Source: West Virginia Department of Education website, 2011.

Exhibit 8-4 summarizes the data from **Exhibit 8-3** and shows the average proficiency rates for all students in all grade levels for all tested areas for WCS and the peer districts as measured by the WESTEST2. WCS had a 34 percent average proficiency rate on the WESTEST2 for all students in all grade levels for the academic year 2009-10. This is below the peer average proficiency of 35.61 percent. However, all districts have less than 40 percent proficiency rates on the WESTEST2.

**EXHIBIT 8-4
WYOMING COUNTY SCHOOLS AND PEER DISTRICTS
SUMMARY PERCENTAGE PROFICIENT ALL STUDENTS ALL TESTED AREAS
2009-10**

DISTRICT	PERCENTAGE PROFICIENT
Wyoming County	34.00%
Hancock County	36.74%
Mason County	33.39%
Nicholas County	36.05%
Upshur County	37.86%
Peer Average	35.61%

Source: West Virginia Department of Education 2009-10 data, compiled by MGT, 2011.

Another measure of school district performance is the federal adequate yearly progress (AYP) benchmark. All school districts that receive federal funds must report student progress based on AYP. Although there are state-wide target performance scores against which all students are measured, not all schools have to meet all targets because they do not have the same student demographics. Schools that are small or have small populations of some groups (such as, special education or LEP) are not required to report the AYP scores of those groups.

It is impressive that WCS ranked 13th out of 55 counties in West Virginia in the number of schools attaining AYP. More than 60 percent of the WCS schools met the AYP target; the state average is 47.5 percent. **Exhibit 8-5** shows the state average and the percentage of schools in the other counties in RESA 1 that met their AYP targets for the 2010-11 school year.

**EXHIBIT 8-5
WYOMING COUNTY SCHOOLS AND RESA 1 DISTRICTS
PERCENTAGE ATTAINING AYP - WESTEST2
2011**

REGION	PERCENT OF SCHOOLS MEETING AYP
Wyoming County	61.5%
Mercer County	54.2%
McDowell County	50.0%
Summers County	40.0%
Raleigh County	39.3%
Monroe County	0.0%
State Average	47.5%

Source: West Virginia Department of Education 2009-10 data, compiled by MGT, 2011.

Exhibit 8-6 shows the graduation and dropout rates for WCS and the peer districts for 2010-11. WCS had a lower graduation rate than the peer district average, but the rate was higher than the state average by 4.8 percent. WCS also had a higher dropout rate than the peer district average, but was lower than the state average by .2 percent.

**EXHIBIT 8-6
WYOMING COUNTY SCHOOLS AND PEER DISTRICTS
GRADUATION AND DROPOUT RATES
2010-11**

DISTRICT	GRADUATION RATE	DROPOUT RATE
Wyoming County	81.3%	2.5%
Hancock County	90.2%	1.4%
Mason County	84.6%	2.0%
Nicholas County	83.4%	2.7%
Upshur County	88.1%	2.9%
Peer Average	85.5%	2.3%
State Average	76.5%	2.7%

Source: West Virginia Department of Education website, 2011.

Another metric for comparing schools is the staff provided to support student learning. **Exhibit 8-7** displays the pupil-to-staff ratios for WCS and the peer districts for the 2008-09 school year, the last year for which complete data were available. The pupil-to-teacher ratio (12.6:1) in WCS was below the peer average (13.6:1) and the lowest among the peer. This means that the “average” WCS teacher had slightly smaller class sizes than the “average” teacher in the peer districts. WCS’s administrative staffing showed a lower student-to-administrator ratio (142.8:1) than the peer average (150.5:1). The administrative ratios are more difficult to compare, since they may be a function of the size or geography of the district or the administrative model being implemented. Districts with very small and/or remote schools may choose to have “head teachers,” rather than principals.

**EXHIBIT 8-7
WYOMING COUNTY SCHOOLS AND PEER DISTRICTS
TEACHER AND ADMINISTRATOR RATIO TO STUDENTS
2008-09**

DISTRICT	TEACHER RATIO	ADMINISTRATOR RATIO
Wyoming County	12.6	142.8
Hancock County	14.3	153.8
Mason County	13.7	159.9
Nicholas County	13.4	115.9
Upshur County	13.8	180.3
Peer Average	13.6	150.5

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.

This chapter contains commendations, as follows:

- Commendation 8-A** The WCS curriculum and instruction department provides instructional leadership, support, and professional development in a timely manner to help staff understand student data that supports focused instruction.
- Commendation 8-B** WCS provided struggling students with additional resources by aggressively seeking appropriate grants.
- Commendation 8-C** The WCS Career and Technical Center is working with the Economic Development Board and bringing workforce-ready skills and the new solar panel program to the community.

Also included in this chapter are recommendations for improving the educational services program, as follows:

- Recommendation 8-1** Create a systematic process to monitor and report the implementation of adopted curriculum and instructional practices.
- Recommendation 8-2** Conduct a cost and benefit analysis of the 4x4 block schedule currently in place at both high schools and adjust schedules, as recommended.
- Recommendation 8-3** Consolidate Berlin McKinney Elementary and Oceana Middle School into a K-8 configuration.
- Recommendation 8-4** Develop an awareness plan to provide information to students at the middle level about the opportunities available at the Career and Technical Center.
- Recommendation 8-5** Reassign all student assessment program responsibilities to the director of Title I, rather than the school-to-work facilitator.
- Recommendation 8-6** Create a structure that will provide district support for one teacher in each school to complete the state-required gifted teacher endorsement certification program.
- Recommendation 8-7** Add one FTE guidance counselor to provide support to students and focus counseling services beginning in the middle grades.

8.1 Educational Programs

Educational programs include the basic instructional activities of the district, including the reading and math programs, art, music, etc., and the support programs, including student and professional support. Student support programs include areas like special education, gifted programs, and counseling. Additionally, education programs include professional development for the teachers and administrators who support student learning in those programs.

FINDING

WCS has a well-designed instructional management system to provide an analysis of student data to drive instruction and to provide professional learning.

Consultants reviewed the data from the district, gathered information from the focus groups of teachers, both at the elementary level and secondary level, and met with all school-based administrators. The district-provided packets from the August 12, 2010, professional development activity showed district staff how to look at individual student data and target areas of performance where they were not demonstrating mastery of state standards.

Educational researchers, such as Fullan, Reeves, and Marzano have identified the analysis of student data as an important component in a system to assure that teachers are teaching the right things and that the instruction is leading to mastery. This requires knowing the appropriate stage of learning and providing differentiated instruction.

COMMENDATION 1-A:

The WCS curriculum and instruction department provides instructional leadership, support, and professional development in a timely manner to help staff understand student data that supports focused instruction.

FINDING

There are inconsistencies among the individual schools in the approach and focus that each school administration uses to monitor instruction.

The school district has a robust structure for professional development and support regarding student data that is provided by the curriculum department to schools at the beginning of every year. When used effectively, this data can help drive the day-to-day instruction to improve student performance.

From interviews conducted with district staff and focus groups with elementary teachers, secondary teachers, and all school-based administrators, it was evident that pieces of an instructional management strategy exists, but not all parts are being done at each school at the level necessary to have a true systemic change occurring in student achievement.

Exhibit 8-8 shows how WCS students compare to the state average percentage of students meeting proficiency levels. It is important to remember that these data are averages which obscure both higher and lower performances. However, for 2010-11, a smaller percentage of students in WCS than in the state as a whole were proficient in math, science, and social studies. WCS students exceeded the state average percentage proficient in reading.

EXHIBIT 8-8
WESTEST2 AVERAGE PERCENT PROFICIENT
2010-11

	MATH	READING	SCIENCE	SOCIAL STUDIES
Wyoming County	41.20	56.96	34.42	34.00
State Average	43.20	47.69	39.80	37.25

Source: West Virginia Department of Education 2010-11 data, compiled by MGT, 2011.

The data presented in **Exhibit 8-8** and earlier in **Exhibit 8-3** show that WCS students collectively are not succeeding at higher levels than other students in the state, except in reading at certain grade levels. For the school district to improve student performance for long-term learning gains, the district must not only provide professional development but also provide clear student learning targets that are monitored on a regular basis with the necessary adjustments to curriculum and instruction and with the necessary feedback to help reinforce improvement. It is evident that without this process being practiced with fidelity and consistency in all schools, systemic improvement will not occur in the district.

According to educational researchers, including Michael Fullen¹, Richard DuFour², and others, a well-designed instructional management program must include the following components to truly drive student achievement:

- Systematic monitoring of instruction.
- Regular feedback on successful aspects of curriculum and instruction.
- Professional learning communities for both teachers and administrators.
- Interventions and special assistance to those students not making progress.

According to Fullan, ensuring that the instructional program includes all of these components will institutionalize the implementation, which, in turn, will lead to system-wide improvement of student learning outcomes, rather than improvement in only pockets across the district.

RECOMMENDATION 8-1:

Create a systematic process to monitor and support the implementation of adopted curriculum and instructional practices.

WCS has an experienced and dedicated school-based staff that routinely participate in required professional development activities, but the district lacks a consistent process for training administrators who can then monitor and support instructional practices and student learning. By adopting a process to monitor the implementation of adopted teaching practices and support teachers' instructional practices, the district will be able to raise student learning beyond current levels.

¹ Fullan, M. (2001). *The New Meaning of Educational Change*. New York: Teachers College Press.

² Dufour, R., & Eaker, R. (1998). *Professional learning communities at work: Best practices for enhancing student achievement*. Bloomington, IN: National Educational Service.

FISCAL IMPACT

Implementing this recommendation would require formal training of all school-based administrators in an instructional support and monitoring program, such as the “Classroom Walk Through” model. Two administrators have already participated in the training and started to use it at their sites. Implementation should also include representatives from the teachers to ensure that there is a shared understanding of the goals and activities and a collaborative approach.

Approximate cost for training would be about \$15,000 in Year 1 in order to train all school administrators and some teacher representatives and \$5,000 in subsequent years to provide release time and training for any new administrators. It is recommended that the district use a “train the trainer” model, rather than just bringing in outside trainers, in order to build capacity within the district and to save training funds.

RECOMMENDATION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Create a Systematic Process to Monitor and Support Adopted Curriculum and Instructional Practices	(\$15,000)	(\$5,000)	(\$5,000)	(\$5,000)	(\$5,000)

FINDING

The school district has been scheduling high school students in a 4x4 block schedule for the past 18 years. During this time, there have been modest gains in student achievement and graduate rates.

A review of research has not documented significant evidence that one schedule improves student performance over another. Each type of schedule has advantages and disadvantages. The 4x4 block schedule used in WCS means that students take four classes during each term, two in the morning and two in the afternoon. Each class lasts approximately 90 minutes. Full-year credit can be earned by taking a class for one term, either fall or spring. Thus, students often do not take classes that last for the entire year. During each period, approximately one quarter of the teaching staff are not teaching because it is their planning or preparation period. This means that more staff are needed in a 4x4 model than in a traditional six-period day or modified block schedule where typically one-sixth of the staff are not teaching during any one period. Implementing block schedules may also incur a cost of training because instruction occurs in longer blocks of time. Staff who might be comfortable teaching in a 45-60 minute period may need professional development to help them transition and be effective teachers during longer periods of instruction. Interviews with administrators and teachers indicated that there has not been much training over the years.

Advocates of the block schedule say it has proven to reduce the dropout rate by allowing students who have failed the opportunity to take additional courses needed to catch up or recover credits and get back on track for graduation. In WCS, the graduation requirement is 28 credits out of a possible 32 credits (4 classes per term x 8 terms). The

district did not report any evidence that the block schedule contributes to academic gains. Review of the WESTEST2 data and the 2.5 percent dropout rate attest to that fact.

Consultants reviewed the high school schedules and conducted interviews with district staff. Some staff in the district raised questions about the effectiveness of the block schedule. Based on assessment data that showed a large percentage of students unsuccessful in math at the high school level, the district has already created a year-long Algebra 1 course. The goal is to get more of them to pass the course, as well as perform proficiently on the WESTEST2 state assessment.

Many districts are moving away from block schedules like those implemented at WCS and implementing schedules that appear to provide more support for sequenced courses needing continuous, uninterrupted practice, such as band, music, world languages, and math courses. These courses build on past knowledge and provide more effective learning with small, regular exposure to content that may be more appropriate for students to assimilate.

RECOMMENDATION 8-2:

Conduct a cost and benefit analysis of the 4x4 block schedule currently in place at both high schools and adjust schedules, as recommended.

This analysis should include a review of the graduation requirements outlined in state board Policy 2510, and a review of the graduation rates of the district, the cost of staffing, and the impact on instruction. Since many students also attend classes at the WCS Career and Technical Center, it will be important to consider how any schedule adjustments would impact opportunities for students.

FISCAL IMPACT

The recommendation can be implemented by creating a district task group that includes high school level students, teachers, and administrators, including the Career and Technical Center. The study should explore other schedules and determine the best fit within existing district resources. The process of analysis may require extensive study, but should be able to be accomplished within existing district resources and staff if spread over six to nine months.

FINDING

Oceana Middle School and Berlin McKinney Elementary School, with student populations of 290 and 449, respectively, are operated independently but share the same large piece of property, the same parent and bus loading area, and the same play and athletic fields. Each school has a principal and each school has a separate teaching and support staff.

Teacher certification in West Virginia does not provide much flexibility that could support small, rural districts. The certification bands are as follows:

- Elementary: K-6
- Early childhood: K-4
- Primary: K-3
- Middle Childhood: 5-9
- Adolescent: 9-12

In the 2010-11 school year, Berlin McKinney was under a state Corrective Action Plan because the school did not make the AYP targets. For the 2011-12 school year, Oceana Middle School will also be doing a Corrective Action Plan for not making AYP. Considering that students matriculate from the elementary school to the middle school, it would be helpful to have collaboration between the sending school and receiving school to provide a continuity of the curriculum and improve student learning.

Several other schools in the district are organized on a K-8 model. These schools have the advantage of vertical and horizontal planning, more continuity and seamless support of students and their families, a more cohesive sharing of best practices that work with both elementary and secondary students, monitoring academic progress in a more continuous process with no break between elementary and secondary levels, and one administration team to oversee the operation and instructional delivery to students elementary through middle level.

Berlin McKinney is the largest elementary school (422 students) in the district. Oceana Middle (289 students) is the second largest middle school. The current administrative staffing includes one principal for each school.

RECOMMENDATION 8-3:

Consolidate Berlin McKinney and Oceana Middle School into a K-8 configuration.

This consolidation would provide continuity of instruction for the students at these two schools by bringing the two staffs together under one administration. Students and their families would be supported continuously from primary to high school, teachers in the building could share resources, and administrators could monitor student progress over time.

FISCAL IMPACT

The fiscal impact of implementing this recommendation could be a cost reduction based on a change in administrative model. The newly-combined school would have an enrollment of 711 students. Under the staffing standards recommended by the regional accreditation group described in **Section 1.8** of **Chapter 1.0** in this report, the new school should have a principal and an assistant principal. The amount of savings is dependent on the experience and background of the administrators selected to implement this model.

FINDING

WCS recognized that not all students were making academic progress. Understanding that each student learns at a different pace or style, the school district pursued and received a Critical Skills Grant from the West Virginia Department of Education (WVDE) in 2009 and 2010. This grant provided intervention programs at elementary schools for 3rd grade students and at middle schools for 8th grade students who were not meeting state proficiency standards and were in jeopardy of being retained in grade level. There was a focus on literacy and mathematics to assure that students had every opportunity to master the standards required.

The grant paid for instructional coaches who monitored data and supported staff.

COMMENDATION 8-B:

WCS provided struggling students with additional resources by aggressively seeking appropriate grants.

FINDING

The Career and Technical Center provides a variety of career programs for high school students and adults. Several of the programs are “high tech” and lead to industry certification. The enrollment at the school has held steady over the last several years. The center has attracted students and supported the state mandates for career/technical training. The focus has been on high school students, but there is a need to begin connecting with students at the middle school level to help in the development of the individual student transition plan (ISTP) that is required by the state under state board Policy 2510.

All students are required to have an ISTP that is developed during the 8th grade and provides the framework for their course planning in high school and beyond. The plan is intended to support students and their families.

The process for creating the ISTP is described in Policy 2510, as follows:

Each student, in consultation with his or her parents/guardian and school counselor or advisor, selects a broad career cluster of interest for exploration in grades nine and ten and develops the ISTP based upon their choice of a tentative high school educational pathway. The student shall designate an educational pathway (professional or skilled) at this time. The student may amend his/her ISTP at the end of any semester.

From interviews conducted with administrative staff at the center, teachers, and advisory board members, it was evident that the focus has been on developing awareness with high school students because of the graduation requirement and awareness with adults in the community as programming has been expanded.

The Career and Technical Center has developed an array of skilled course options and middle level students need information about the opportunities that the center provides.

Having good information will be important for students and families as they create the ISTP.

RECOMMENDATION 8-4:

Develop an awareness plan to provide information to students at the middle school level about the opportunities available at the Career and Technical Center.

Awareness materials and activities appropriate for middle level students should be developed over the next six to nine months and provided beginning in the 2012-13 school year. Presentations at open houses and other school informational functions can be done by members of the staff or advisory board members, as well as the school-to-work facilitator. Middle and high school instructional staff who will serve as advisors will need information and training to implement the advisor/advisee program.

FISCAL IMPACT

This recommendation can be implemented with existing district resources.

FINDING

The mission of the Career and Technical Center is to provide opportunities for students to have the necessary academic and technical skills to be competitive.

To this end, the center has worked with their advisory board and the local Economic Development Board to develop viable programs. The goal was to expand their existing selection of careers that have had employability value, such as plumbing, electrical, building/construction, carpentry, welding, HVAC, and automotive. These programs are providing the necessary training so that graduates are “job ready” when they complete the program. Data gathered during interviews with the instructors showed that graduates have been successful in finding work within the geographic area.

The center has recently developed a solar panel construction/installation program to enhance its offerings and has gotten state recognition for this new program. The solar construction and installation program could turn into a revenue-generating program like the building construction program. Another area that has been expanded in response to a state-wide need is the LPN program. Expansion of this program is aligned with the center’s mission to create programs that support skills necessary for the workforce required in the 21st century.

COMMENDATION 8-C:

The Career and Technical Center is commended for working with the Economic Development Board and bringing workforce-ready skills and the new solar panel program to the community.

8.2 Staffing

The district curriculum staff assist in the preparation of district curriculum documents, support teachers in the implementation of curriculum in the schools, and ensure that teachers have the necessary resources, both text and technology-based, to conduct their instructional programs.

Educational services staff include all teachers and support staff who provide instruction to students.

FINDING

The assessment program for the district has been under the supervision of a director of assessment for several years. The individual in this position retired in June 2011 and the district assigned assessment activities to two central office administrators: the Title I director and the school-to-work facilitator.

In order to support these added responsibilities, the district added 35 days and a stipend of \$10,000 to the contract of the school-to-work facilitator. No additional time or salary was added to the contract of the Title I director.

The role of the school-to-work facilitator for has been to identify and cultivate connections to local businesses that would be willing to have high school students work as an intern or do a job-shadow in their workplace. These activities require full time attention to the students under supervision, coordination with employers of the students, and recruitment of new, potential employers. The role of coordinating the district assessment program requires time during the school year that would compromise the functions of the school to work facilitator.

The role of the Title I director has been to support the Title I staff in the elementary schools across the district, work with school administrators to support the Title I program in their schools, and assist in the development of any necessary improvement plans, based on student assessment scores. The Title I director must be very knowledgeable of student assessment, especially with the emphasis required by the federal *No Child Left Behind Act of 2001* (NCLB) and Race to the Top (RTTT) legislation. In the last few years, the Title I director has taken on some additional tasks for the district, including NCLB legislation, Staff Development, Youth and Government coordination, Math Field Day coordination, Spelling Bee coordination, coordination of three Governor's Honors Academies, Professional Development Committee facilitator and Service Personnel Committee facilitator. These programs appear to have value for the district and for students. However, the critical importance of assessment and the work required under assessment coordination seems to be more aligned with the work of the Title I director.

Assessment is an increasingly visible and important function for districts, especially with the focus provided by federal laws. These laws are based on student assessment and have substantial impact on the Title I program. The student assessment system requires close attention to detail and significant supervision of specific tasks. These issues make it difficult for two individuals to share responsibility for assessment.

RECOMMENDATION 8-5:

Reassign all student assessment program responsibilities to the director of Title I, rather than the school-to-work facilitator.

The work of the Title I director, who is a certificated administrator, is more aligned with the work in assessment than the school-to-work facilitator.

FISCAL IMPACT

Reassigning assessment to the director of Title I would provide cost savings to the district, likely beginning in Year 2. The additional days and stipend provided to the school-to-work facilitator may be part of the contract and cannot be implemented in Year 1 without a mutually agreed-upon contract adjustment. The reduction beginning Year 2, provides an annual savings of \$23,580 (stipend \$10,000 + 35 added days \$13,580 = \$23,580) and an estimated projected five-year savings of \$94,320 (excluding any increases of salary or benefits).

RECOMMENDATION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Reassign Assessment and Reduce the Additional Hours and Stipend Provided to the School-to-Work Facilitator	\$0	\$23,580	\$23,580	\$23,580	\$23,580

FINDING

The gifted program in WCS is comprised of 33 students attending 10 different schools. They are all served by one certified gifted teacher who travels the entire county providing 60 minutes/week of service to elementary students and 30 minutes/week for secondary students.

The issue of providing appropriate services for these students within a reasonable cost has been a dilemma for the district. These students need to be a challenged on a regular basis, which requires continuity of instruction that is impossible when the teacher works with them on the current schedule.

WCS has explored other approaches to alleviate this issue, including clustering students one day a week at one school. However, this practice was not acceptable because it caused too much instructional down time as well as transportation costs to transport all students to one school.

Many districts have instead chosen to invest in teachers and provide financial incentives to encourage at least one teacher at each school to take the courses necessary to receive the state gifted endorsement. This has kept students at their home schools, alleviating the need for extra bus routes, encouraged legitimate referrals for the program, and served the students' needs more appropriately. This approach seems to have an added benefit for all students in the school who then have access to a "gifted teacher."

RECOMMENDATION 8-6:

Create a structure that will provide district support for one teacher in each school to complete the state-required gifted teacher endorsement certification program.

The district should work with the teachers' union to create a structure which is supportive of both the teachers and the district. For example, teachers could be required to provide gifted instructional support to students in WSC for a minimum of three years or return a portion of the financial support they received to gain the endorsement. Alternatively, teachers could receive a stipend that would be increased each year for up to three years. This program could start at the two schools with the most gifted students that will be attending the school.

FISCAL IMPACT

The cost of implementing this recommendation would be dependent on how the program was structured and how long the district maintained the position of district gifted teacher. WCS should conduct an analysis to determine how to best structure the program. This analysis can be done with existing district resources.

FINDING

The counseling and guidance program in WCS currently includes two counselors at each of the two high schools, one counselor at the Career and Technical Center and four counselors to support elementary and middle school students.

Exhibit 8-9 shows the West Virginia State Board Policy 2510, §7.42 that defines the role of school counselor.

**EXHIBIT 8-9
SUPPORT SERVICES GUIDANCE COUNSELOR/SOCIAL WORKERS**

7.42 GUIDANCE AND COUNSELING
School counselors work with individual students and groups of students through developmental, preventive and remedial guidance and counseling programs to meet academic, social, emotional, and physical needs; including programs to identify and address the problems of potential school dropouts. The school counselor also may provide consultant services for parents, teachers and administrators and may use outside referral services, when appropriate, if no additional cost is incurred by the county board of education. The role of the school counselor is defined based on the "National Standards of School Counseling Programs" of the American School Counselor Association as required in W. Va. 126CSR67, WVBE Policy 2315, Comprehensive Developmental Guidance and Counseling. School counselors shall be full-time professional personnel, shall spend at least 75% of work time in direct counseling relationship with pupils, and shall devote no more than 255 of the work day to administrative activities: provided that such activities are related to guidance and counseling. (W. Va. Code §18-5-18b)

Source: West Virginia State Board Policy 2510, §7.42.

The state program definition does not indicate the grade levels at which counseling services should be provided, although it talks about "potential school dropouts," a term which is most typically used at the high school level.

Consultants gathered a variety of data, including support staff ratios, from the peer districts in the state that most closely match the student enrollment of WCS. The data from the WVDE website regarding number of counselors in WCS and the peer districts is shown in **Exhibit 8-10**. The data is clearly inaccurate. Staff rosters gathered in WCS during the onsite visit showed that the district has a total of nine counselors, deployed as described earlier.

**EXHIBIT 8-10
WYOMING COUNTY SCHOOLS AND PEER DISTRICTS
STUDENT SUPPORT STAFFING**

DISTRICT	ENROLLMENT	NUMBER OF SCHOOLS	NUMBER OF COUNSELORS
Wyoming County	4,448	14	0
Hancock County	4,307	10	1
Mason County	4,380	11	0
Nicholas County	4,078	16	0
Upshur County	3,867	10	0

Source: All data is as currently shown on the WVDE website.2011.

Without accurate peer data, it is difficult to determine whether WCS is over- or under-staffed in the counseling area compared to other districts.

Exhibit 8-11 shows the student to counselor ratios for WCS.

**EXHIBIT 8-11
WYOMING COUNTY SCHOOLS
COUNSELOR TO STUDENT RATIO**

SCHOOL	STUDENTS	GUIDANCE	RATIO
Wyoming East HS	530	2	265 : 1
Westside High School	639	2	319 : 1
Grades K - 8	3,059	4	765 : 1

Source: WCS 2010-11 data, compiled by MGT, 2011.

The American School Counselor Association recommends a 250 to 1 ratio of students to counselors and the state average for West Virginia, according to ASCA, is 387 students to 1 counselor.

There is a significant body of research that suggests that students may physically drop out at the high school because the attendance laws allow them to leave at age 16, but may begin to mentally and emotionally disengage in the middle school years. WCS has identified reducing the dropout rate as a high priority.

RECOMMENDATION 8-7:

Add one FTE guidance counselor to provide support to students and focus counseling services beginning in the middle grades.

Implementing this recommendation will significantly improve the student to counselor ratios shown in **Exhibit 8-11**. By adding 1 FTE and focusing on supporting students in grades 6-8, the student to counselor ratio would be 314:1. The focus on middle and high school aged students would support the district's efforts to reduce the dropout rate and would provide support for the implementation of the ISTP, required by state board Policy 2512.

FISCAL IMPACT

WCS can implement this recommendation by adding 1.0 FTE counselor to focus on middle school students. The cost is estimated at \$61,112 (salary \$41,904 + benefits of \$18,878) with an estimated five-year cost of \$305,560.

RECOMMENDATION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Add 1.0 FTE Counselor and Focus Support for Middle and High School Students	(\$61,112)	(\$61,112)	(\$61,112)	(\$61,112)	(\$61,112)

APPENDICES

**APPENDIX A:
WYOMING COUNTY SCHOOLS
SURVEY RESULTS**

APPENDIX A WYOMING COUNTY SCHOOLS SURVEY RESULTS

Total responses for Central Office Administrators = 7 (30%)
Total responses for Principal/Assistant Principals = 11 (69%)
Total responses for Teachers = 76 (25%)

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 Wyoming 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	14%	0%	20%
6-10 years	14%	0%	12%
11-20 years	0%	9%	14%
21 years or more	71%	91%	54%
2. How long have you been in your current position?			
Five years or less	29%	18%	42%
6-10 years	29%	55%	13%
11-20 years	0%	0%	22%
21 years or more	43%	27%	22%
3. What grade or grades are you teaching this year?			
PK			5%
K			12%
1			14%
2			17%
3			20%
4			17%
5			25%
6			36%
7	N/A	N/A	34%
8			34%
9			18%
10			26%
11			28%
12			28%
Adult			4%
*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	100% 0%	100% 0%	92% 8%
5. Overall quality of education in our school district is: Improving Staying the Same Getting Worse Don't Know	57% 29% 14% 0%	100% 0% 0% 0%	79% 12% 8% 1%
6. Grade given to our school district teachers: Above Average (A or B) Below Average (D or F)	86% 0%	100% 0%	95% 1%
7. Grade given to our school district school level administrators: Above Average (A or B) Below Average (D or F)	100% 0%	100% 0%	88% 3%
8. Grade given to our school district central office administrators: Above Average (A or B) Below Average (D or F)	100% 0%	100% 0%	82% 1%

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.	100/0	73/18	88/4
2. I am actively looking for a job outside of this school district.	0/86	0/91	4/87
3. I am very satisfied with my job in this school district.	100/0	91/0	91/1
4. The work standards and expectations in this school district are equal to or above those of most other school districts.	86/0	91/9	89/1
5. This school district's officials enforce high work standards.	86/0	82/0	83/5
6. Workload is evenly distributed.	29/43	64/18	58/30
7. I feel that my work is appreciated by my supervisor(s).	86/0	64/18	76/9
8. Teachers who do not meet expected work standards are disciplined.	29/29	82/18	32/33
9. Staff (excluding teachers) who do not meet expected work standards are disciplined.	43/14	64/27	28/28
10. I feel that I am an integral part of this school district team.	100/0	91/0	84/5

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.	86/0	100/0	82/4
2. Most administrative practices in our school district are highly effective and efficient.	71/0	82/9	82/7
3. Administrative decisions are made promptly and decisively.	71/0	82/18	64/11
4. Central Office Administrators are easily accessible and open to input.	71/0	82/0	74/12
5. Authority for administrative decisions is delegated to the lowest possible level.	29/29	27/45	26/16
6. Teachers and staff are empowered with sufficient authority to perform their responsibilities effectively.	86/0	100/0	79/9
7. The extensive committee structure in our school district ensures adequate input from teachers and staff on most important decisions.	86/14	73/18	62/16
8. Our school district has too many committees.	29/29	0/100	12/32
9. Our school district has too many layers of administrators.	0/86	9/91	12/58
10. Most of district administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient.	86/0	91/9	78/9
11. Central office administrators are responsive to school needs.	86/0	82/9	75/11
12. School-based personnel play an important role in making decisions that affect schools in our school district.	57/14	73/18	57/14

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.	86/14	55/45	66/26
2. Board of Education members' knowledge of operations in this school district.	71/29	55/45	63/30
3. Board of Education members' work at setting or revising policies for this school district.	86/14	64/36	58/30
4. The School district Superintendent's work as the educational leader of this school district.	86/14	82/18	82/14
5. The School district Superintendent's work as the chief administrator (manager) of this school district.	86/14	91/9	86/12
6. Principals' work as the instructional leaders of their schools.	86/14	91/9	84/16
7. Principals' work as the managers of the staff and teachers.	100/0	100/0	84/16

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.	86/0	91/9	89/7
2. Sufficient student services are provided in this school district (e.g., counseling, speech therapy, health).	86/0	55/45	74/17
3. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	71/0	100/0	89/1
4. I know who to contact in the central office to assist me with curriculum and instruction matters.	86/0	100/0	93/4
5. Lessons are organized to meet students' needs.	43/0	100/0	89/3
6. The curriculum is broad and challenging for most students.	43/0	100/0	86/3
7. Teachers in our schools know the material they teach.	86/0	100/0	93/0
8. Teachers and staff are given opportunities to participate in the textbook and material adoption processes.	71/0	100/0	79/3
9. Teachers have adequate supplies and equipment needed to perform their jobs effectively.	86/0	100/0	80/8
10. Our district provides curriculum guides for all grades and subject areas.	86/0	100/0	76/1
11. Our district uses the results of benchmark tests to monitor student performance and identify performance gaps.	86/0	91/0	88/0
12. Our district has effective educational programs for the following:			
a) Reading and Language Arts	71/0	100/0	91/3
b) Writing	71/0	100/0	92/1
c) Mathematics	43/0	91/0	89/5
d) Science	71/0	82/9	78/7
e) Social Studies (history or geography)	71/0	100/0	80/4
f) Foreign Language	43/14	64/27	57/13
g) Basic Computer Instruction	71/0	73/18	76/14
h) Advanced Computer Instruction	29/0	45/36	55/20
i) Music, Art, Drama, and other Fine Arts	29/0	64/36	62/16
j) Physical Education	57/14	100/0	83/4
k) Career and Technical (Vocational) Education	71/0	91/0	86/1
l) Business Education	14/14	64/18	25/32
13. The district has effective programs for the following:			
a) Special Education	57/0	91/9	82/7
b) Literacy Program	57/0	91/9	79/4
c) Advanced Placement Program	29/0	73/0	63/8
d) Drop-out Prevention Program	43/0	82/9	50/9
e) Summer School Programs	71/14	82/18	78/7
f) Honors and Gifted Education	29/0	64/18	63/11
g) Alternative Education Programs	14/14	82/18	50/16
h) Career Counseling Program	29/14	73/0	57/13
i) College Counseling Program	43/14	82/0	62/13
j) Student Services (nursing, social work, truant officers, etc.)	57/0	64/27	72/9
14. The students-to-teacher ratio is reasonable.	57/0	100/0	75/16
15. Our district provides a high quality education that meets or exceeds state and federal mandates.	71/0	91/0	88/0

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
16. The school district adequately implements policies and procedures for the administration and coordination of special education.	57/0	82/9	89/3
17. There is generally cooperation and collaboration regarding special education issues in our school district.	57/14	82/9	83/3
18. The evaluation and eligibility determination process for special education is timely and comprehensive.	43/14	91/0	67/12
19. Special education teachers receive adequate staff development in cooperative planning and instruction.	57/14	73/18	64/8
20. The school district adequately implements policies and procedures for the administration and coordination of the English Language Learner Program.	29/0	45/0	42/1
21. The school district adequately identifies students who are English language learners.	43/0	55/0	47/1
22. The school district provides appropriate and mandated assessments for English language learners.	57/0	45/0	42/1
23. The school district provides documents to parents in their native language.	14/14	27/9	32/1
24. The school district provides adequate translation services.	43/14	27/0	29/1

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.	86/14	82/18	92/7
2. Teachers' work in communicating with parents/guardians.	86/14	82/18	89/9
3. How well students' test results are explained to parents/guardians.	71/29	91/9	76/22
4. The amount of time students spend on task learning in the classroom.	71/14	91/9	89/7

¹Percentage responding *good* or *excellent*/Percentage responding *fair* or *poor*. The *don't know* responses are omitted.

**EXHIBIT A-7
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART E1: HUMAN RESOURCES**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Salary levels in this school district are competitive.	57/43	27/55	21/68
2. Our district has an effective employee recognition program.	43/43	55/18	24/45
3. Our district has an effective process for staffing critical shortage areas of teachers.	29/43	45/27	32/21
4. My supervisor evaluates my job performance annually.	100/0	100/0	83/8
5. Our district offers incentives for professional advancement.	43/29	36/36	39/30
6. I know who to contact in the central office to assist me with professional development.	100/0	91/0	88/8
7. I know who to contact in the central office to assist me with human resources matters such as licensure, promotion opportunities, employee benefits, etc	100/0	100/0	89/5
8. My salary level is adequate for my level of work and experience.	57/29	0/64	24/59
9. Our district has an effective teacher recruitment plan.	29/43	45/27	20/21
10. I have a professional growth plan that addresses areas identified for my professional growth.	57/0	73/9	55/14
11. Quality professional development is available throughout the state.	86/0	73/9	75/7

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.	100/0	82/18	86/13
2. Staff development opportunities provided by this school district for school administrators.	86/14	73/27	45/7
3. Staff development opportunities provided by this school district for support staff.	86/14	82/18	53/13
4. The quality of pre-service professional development provided by this school district	57/14	64/27	53/12
5. The quality of teacher mentoring in this school district	29/43	73/27	58/30

¹Percentage responding *good* or *excellent*/Percentage responding *fair* or *poor*. The *don't know* responses are omitted.

**EXHIBIT A-9
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART F: FACILITIES MANAGEMENT**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Our school buildings provide a healthy environment in which to teach.	100/0	100/0	92/3
2. Our schools have sufficient space and facilities to support the instructional programs.	86/0	100/0	71/24
3. Our facilities are clean.	100/0	100/0	87/7
4. Our facilities are well maintained.	100/0	100/0	87/7
5. Our district plans facilities in advance to support growing enrollment.	43/29	82/9	46/11
6. Parents, citizens, students, faculty, and staff have opportunities to provide input into facility planning.	57/14	91/0	51/11
7. Our school buildings and grounds are free of hazards that can cause accidental injury.	86/0	100/0	84/4

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.	86/0	82/0	67/5
2. The budgeting process effectively involves administrators and staff.	57/0	36/36	38/16
3. School administrators are adequately trained in fiscal management techniques.	71/0	64/18	45/7
4. My school allocates financial resources equitably and fairly.	71/0	100/0	74/5
5. The purchasing district provides me with what I need.	100/0	100/0	79/8
6. The purchasing process is easy.	100/0	82/18	74/12
7. Textbooks are distributed to students in a timely manner.	71/0	100/0	91/4
8. The books and resources in the school library adequately meet the needs of students.	43/0	82/9	71/11

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.	14/71	36/64	21/72
2. The district has a simple method of requesting buses for special events and trips.	86/0	91/9	64/9
3. Bus drivers maintain adequate discipline on the buses.	100/0	73/18	53/5
4. Buses are clean.	100/0	100/0	57/0
5. Buses arrive early enough for students to eat breakfast at school.	86/0	82/18	86/0
6. Buses are safe.	100/0	91/9	76/0

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.	71/14	91/9	83/11
2. Our school district requests input on the long-range technology plan.	43/0	82/9	64/12
3. Our school district provides adequate technical support.	71/0	64/27	70/20
4. I have adequate equipment and computer support to conduct my work.	100/0	100/0	76/17
5. Administrative computer systems are easy to use.	100/0	73/18	64/5
6. Technology is effectively integrated into the curriculum in our district.	57/0	91/0	80/7

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.	57/29	45/36	63/21
2. The food services district encourages student participation through customer satisfaction surveys.	14/29	27/55	14/29
3. Cafeteria staff are helpful and friendly.	100/0	100/0	82/5
4. Cafeteria facilities are clean and neat.	100/0	100/0	88/1
5. Parents/guardians are informed about the menus.	100/0	91/9	91/0

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

**EXHIBIT A-15
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART K: SAFETY AND SECURITY**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Our schools are safe and secure from crime.	100/0	100/0	96/0
2. Our schools effectively handle misbehavior problems.	100/0	100/0	83/5
3. There is administrative support for managing student behavior in our schools.	86/0	100/0	89/5
4. If there were an emergency in my school/office, I would know how to respond appropriately.	100/0	100/0	99/0
5. Our district has a problem with gangs.	0/86	0/100	1/95
6. Our district has a problem with drugs, including alcohol.	43/14	9/91	47/34
7. Our district has a problem with vandalism.	14/71	9/73	18/63
8. Our school enforces a strict campus access policy.	57/29	100/0	76/11

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.	57/43	36/55	45/37
2. Parents/guardians in this school district are satisfied with the education their children are receiving.	71/14	91/0	72/1
3. Most parents/guardians seem to know what goes on in our schools.	71/14	91/0	71/11
4. Parents/guardians play an active role in decision making in our schools.	43/29	91/9	50/22
5. This community really cares about its children's education.	57/14	82/9	71/14
6. Our district works with local businesses and groups in the community to help improve education.	71/0	73/18	76/13
7. Parents/guardians receive regular communications from the district.	71/0	91/0	79/5
8. Our school facilities are available for community use.	100/0	100/0	89/3
9. Our school district frequently communicates with state education leaders at the Department of Education.	86/0	64/18	64/1

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.	57/0	55/18	46/1

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	29/71	18/82	16/61
b. Strategic planning	14/71	18/82	17/59
c. Curriculum planning	14/71	18/82	20/74
d. Financial management and accounting	0/86	0/100	12/63
e. Grants administration	14/57	27/55	16/42
f. Community relations	29/57	9/91	24/64
g. Program evaluation, research, and assessment	14/57	18/82	21/57
h. Instructional technology	29/43	27/73	22/70
i. Administrative technology	29/57	18/82	13/58
j. Internal Communication	29/57	9/91	18/67
k. Instructional support	14/71	18/82	16/76

SCHOOL DISTRICT PROGRAMS AND FUNCTIONS	%(NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT) ¹	/	%(ADEQUATE + OUTSTANDING) ¹
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
l. Coordination of Federal Programs (e.g., Title I, Special Education)	0/86	27/73	11/75
m. Personnel recruitment	43/43	45/55	33/37
n. Personnel selection	57/29	36/64	26/58
o. Personnel evaluation	14/86	9/91	16/72
p. Staff development	14/71	18/82	20/74
q. Data processing	0/71	9/91	11/57
r. Purchasing	0/86	0/100	13/62
s. Safety and security	0/100	0/100	8/83
t. Plant maintenance	0/86	0/100	7/70
u. Facilities planning	0/100	18/82	13/55
v. Transportation	0/100	36/64	11/70
w. Food service	29/71	45/55	18/67
x. Custodial services	0/100	9/91	16/75
y. Risk management	0/100	0/100	5/63

¹Percentage responding *needs some improvement* or *needs major improvement* / Percentage responding *adequate* or *outstanding*. The *neutral* and *don't know* responses are omitted.

**EXHIBIT A-19
COMPARISON OF RESPONSES 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.	86/14	36/36	59/8
2. The services provided by our RESA are critical to the success of our district's programs and operations.	43/14	36/36	36/16
3. Many of the current RESA services to school districts could be more efficiently and/or effectively provided by WVDE.	14/29	55/27	18/12
4. Many of the current RESA services could be more efficiently and/or effectively provided by other sources such as universities or private vendors.	14/29	18/27	13/13
5. Sources other than RESAs could more efficiently and economically provide many of the school district's services.	14/14	36/27	18/11
6. Many of the current RESA services to school districts duplicate services provided by WVDE.	14/29	55/18	16/12
7. Many of the services offered by RESAs around the state are critical to the success of many school districts.	29/14	27/36	36/11

**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.	43/0	27/36	42/16
9. The RESA role in providing services to school districts should be expanded.	0/14	45/45	25/17
10. The RESA in our region is highly responsive to the service needs of our school district.	71/0	27/36	36/9
11. The RESA in our region provides quality services.	100/0	55/9	43/11
12. There are adequate channels of communication with the RESA in our region.	86/0	45/27	38/11
13. The RESA in our region is responsive to complaints.	71/0	18/9	29/5
14. The RESA in our region is responsive to requests for services.	71/0	55/0	37/5
15. The RESA in our region listens and tries to meet the needs of the school district.	71/0	45/0	34/5
16. When compared to other RESAs in the state, I believe our RESA's services are of better quality	57/0	27/0	29/3

**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.	43/0	18/45	11/11
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.	29/0	55/9	28/4
3. We understand the governance and oversight structure of the RESA in our region.	71/0	55/18	17/22
4. There are appropriate levels of oversight for the RESA in our region.	57/14	9/18	14/9

EXHIBIT A-20 (Continued)
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
5. RESAs should continue to be funded by the state.	29/14	27/36	33/13
6. The amount charged to our school district by the RESAs is appropriate for the quality and amount of services provided.	57/0	9/36	14/5
7. Our school district has the funding to purchase the services it needs from an RESA.	29/0	27/9	11/1

**APPENDIX B:
WYOMING COUNTY SCHOOLS
OVERVIEW AND PEER
COMPARISONS**

APPENDIX B WYOMING COUNTY SCHOOLS OVERVIEW AND PEER COMPARISONS

Wyoming County, West Virginia, located in the southeast corner of the state, was established in 1850. The county is named for the Delaware Indian word meaning “large plains.” Wyoming County is bordered by six other West Virginia counties: Boone, Raleigh, Logan, Mercer, McDowell, and Mingo. The county seat is Pineville.

Wyoming County Schools (WCS) is the 26th largest district in West Virginia, with just over 4,200 students in 2010-11. The school district encompasses all of Wyoming County.

WCS is governed by a five-member Board of Education. The district has three elementary schools to provide instruction for grades kindergarten through 4; five elementary schools that provide instruction for grades kindergarten through 8; three middle schools to serve grades 5 through 8; and two high schools to serve grades 9 through 12. The district also operates one career and technical center.

Exhibit B-1 shows enrollment and attendance from 2006-07 through 2010-11 school years. As shown, since 2008-09 the trend in both enrollment and attendance rates in WCS has been toward slight increases.

EXHIBIT B-1 WYOMING COUNTY SCHOOLS ENROLLMENTS AND ATTENDANCE 2006-07 THROUGH 2010-11

SCHOOL YEAR	ENROLLMENT	ATTENDANCE RATE (%)
2006-07	4,123	96.4%
2007-08	4,142	94.2%
2008-09	4,140	95.0%
2009-10	4,161	95.6%
2010-11	4,229	95.6%

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 WCS 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.

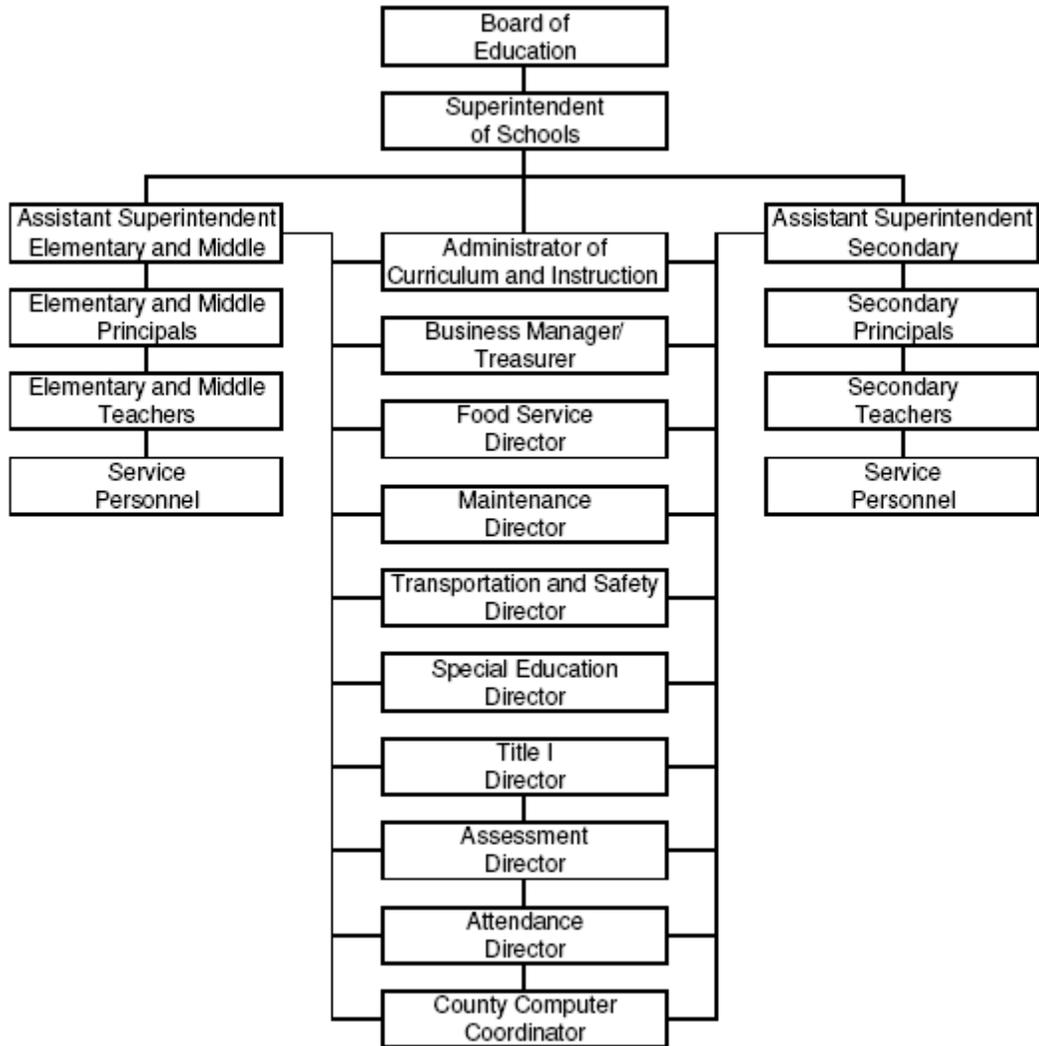
MGT worked with the district to select the following four West Virginia school districts to compare with WCS:

- Hancock County Schools
- Mason County Schools
- Nicholas County Schools
- Upshur County Schools

1.0 Organization

Each school district has a unique organizational structure. WCS's 2011-12 structure is shown in **Exhibit B-2**. The district superintendent reports to the board of education and oversees two assistant superintendents (one for elementary and middle schools and one for secondary schools) and the administrator of curriculum and instruction. Each assistant superintendent oversees their respective principals, teachers, and service personnel. In addition, the following departments report to the superintendent and the assistant superintendent: business manager/treasurer, food service director, maintenance director, transportation and safety director, special education director, Title I director, assessment director, attendance director, and county computer comptroller.

**EXHIBIT B-2
WYOMING COUNTY SCHOOLS DISTRICT ORGANIZATION
2011-12**



Source: Wyoming County Schools Department of Education, 2011.

Hancock County Schools. The superintendent reports to the Board of Education. According to the Hancock County Schools website, the superintendent oversees the following departments: Special Education, Curriculum and Instruction, Attendance, Food Service, Technology, Operations/Maintenance, and Title I.

Mason County Schools. Mason County Schools are under the supervision and control of a five member Board of Education, who are elected by the voters of the county without reference to political party affiliation. Members are elected at large from the entire county for four year terms at the spring primary election. New members take office on the first day of July following election. The superintendent reports to the Board of Education. The superintendent oversees the following departments: Adult Education, Attendance, Child Nutrition, Curriculum and Instruction, Federal Programs, Finance,

Health Services, Maintenance, Personnel, Safe and Drug-Free Schools, Special Education, Student Services and Assessment, Technology and Information Systems, Title I, and Transportation.

Nicholas County Schools. The superintendent reports to the Board of Education. According to the Nicholas County Schools website, the superintendent oversees the following departments: Maintenance, Food Service, Technology, Curriculum and Instruction, Special Education, Attendance, Transportation, Federal Programs, Early Childhood, and Personnel.

Upshur County Schools. The superintendent reports to the Board of Education. The superintendent oversees the following departments: Attendance, Business, Child Nutrition, Curriculum and Instruction, Special Education, Technology, Title I, and Transportation.

2.0 Enrollment and Attendance

Exhibit B-3 displays WCS and peer total enrollment and attendance from 2008-09 through the 2010-11 school years.

From 2008-09 to 2010-11, Wyoming's enrollment increased by 89 students, or approximately 2.2 percent, compared to a peer average growth of 44 students, or approximately 1.1 percent. Hancock County Schools and Nicholas County Schools decreased by .44 percent and .17 percent, respectively. Mason County Schools and Upshur County Schools increased by 1.9 percent and .13 percent, respectively. WCS has consistently had lower attendance rates than the peer district average. Upshur County had the lowest enrollment for the comparison districts. WCS had a median enrollment for the comparison districts. Hancock and Mason counties had the highest enrollment of the peers.

WCS was consistently below the average peer district attendance rate. Hancock County had the lowest attendance rates among the peer districts. Nicholas and Upshur counties were consistently highest among the peer districts for attendance rates.

EXHIBIT B-X WYOMING 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
Wyoming County	4,140	95.0%	4,161	95.6%	4,229	95.6%
Hancock County	4,327	94.1%	4,311	93.6%	4,308	93.6%
Mason County	4,299	96.3%	4,308	96.7%	4,381	96.7%
Nicholas County	4,083	96.7%	4,042	97.3%	4,076	97.3%
Upshur County	3,862	96.9%	3,825	97.3%	3,867	97.3%
Peer Average	4,142	95.8%	4,129	96.1%	4,186	96.1%

Source: West Virginia Department of Education website, 2011.

Exhibit B-4 displays the ethnicity of the student body in WCS and the peer districts for the 2009-10 and 2010-11 school years. During both years, WCS’s enrollment was primarily non-minority (98.4 percent). Similarly, the peer districts had a predominately non-minority enrollment. For 2010-11, WCS only had 1.2 percent Black enrollment, below the peer district average of 1.5 percent. All of the districts had Black enrollments of less than 4 percent, and other minority enrollment was less than 1 percent, except for Hancock County, which was 1.1 percent. Hancock County had the highest percentage of ‘other’ minority enrollment among the peer districts. WCS and Nicholas County had the same percentage of minority enrollment, and were less than the comparison peer districts.

**EXHIBIT B-4
WYOMING 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
Wyoming County	98.4%	1.3%	0.1%	1.4%	98.4%	1.2%	0.2%	1.4%
Hancock County	94.5%	3.7%	1.1%	4.8%	94.5%	3.5%	1.0%	4.5%
Mason County	98.1%	1.3%	0.6%	1.9%	97.5%	1.4%	0.8%	2.2%
Nicholas County	98.5%	0.8%	0.6%	1.4%	98.5%	0.6%	0.8%	1.4%
Upshur County	98.1%	0.9%	1.0%	1.9%	98.1%	1.0%	0.8%	1.8%
Peer Average	97.5%	1.6%	0.7%	2.3%	97.4%	1.5%	0.7%	2.3%

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. WCS had average enrollment in special education among the peer districts, as shown in **Exhibit B-5**. All comparison districts had more than 16 percent of their students in special education. The comparison districts had very low limited English proficiency (LEP) enrollment; however, WCS had none. WCS was slightly above the peer average for SES enrollment. With the exception of Hancock County, the peer districts were above 50 percent enrollment in SES.

**EXHIBIT B-5
WYOMING COUNTY SCHOOLS AND PEER DISTRICTS
ENROLLMENT IN SPECIAL PROGRAMS
2009-10**

DISTRICT	ENROLLMENT		
	LEP	SPECIAL EDUCATION	LOW SES
Wyoming County	0.0%	18.1%	55.96%
Hancock County	0.2%	19.1%	48.94%
Mason County	0.2%	17.8%	60.02%
Nicholas County	0.2%	19.1%	54.78%
Upshur County	N/A	16.8%	52.26%
Peer Average	0.2%	18.2%	54.39%

Source: West Virginia Department of Education website, 2011.
N/A: Not available.

Exhibit B-6 displays the district and state averages for students with disabilities. WCS had a slightly higher number and slightly lower percentage of students with disabilities among the peer districts, and was 2.45 percent higher than the state average (15.95%). For all comparison districts, more than 17 percent of their students had disabilities.

**EXHIBIT B-6
WYOMING COUNTY SCHOOLS, PEER DISTRICTS, AND STATE
STUDENTS WITH DISABILITIES
2010-11**

DISTRICT	STUDENTS WITH DISABILITIES	
	NUMBER	PERCENTAGE
Wyoming County	778	18.40%
Hancock County	849	19.71%
Mason County	776	17.71%
Nicholas County	767	18.82%
Upshur County	694	17.95%
Peer Average	773	18.52%
State	45,007	15.95%

Source: West Virginia Education Information System website, 2011.

Exhibit B-7 shows the percentage of needy students for WCS and the peer districts. For the 2009-10 school year, WCS had a higher percentage of needy students than the peer district average, and was equal to the state average. In 2010-11, all districts had lower percentages of needy students than the previous year, except for Mason County which was .9 percent higher. Hancock County had the lowest percentage of needy students for both years; however, Hancock County still had at least 49 percent of their students qualifying as needy.

**EXHIBIT B-7
WYOMING COUNTY SCHOOLS AND PEER DISTRICTS
PERCENTAGE OF NEEDY STUDENTS
2009-10 AND 2010-11**

DISTRICT	PERCENTAGE OF NEEDY	
	2009-10	2010-11
Wyoming County	62.7%	56.2%
Hancock County	49.3%	49.0%
Mason County	58.8%	59.7%
Nicholas County	55.3%	54.6%
Upshur County	59.6%	51.9%
Peer Average	57.1%	54.3%
State Average	62.7%	54.3%

Source: West Virginia Education Information System, 2011.

Exhibit B-8 displays the participation percentages for the National School Nutrition Program for WCS and the peers. WCS had a higher percentage of total participation in both the breakfast and lunch programs, and was higher than the state average as well. WCS had the highest percentage of student participation for free and reduced-priced meals among the peer district and state averages. All districts had lower than 46 percent participation in the breakfast program, and lower than 76 percent participation in the lunch program.

**EXHIBIT B-8
WYOMING COUNTY SCHOOLS AND PEER DISTRICTS
NATIONAL SCHOOL LUNCH PROGRAM PARTICIPATION
2009-10**

DISTRICT	BREAKFAST				LUNCH			
	% Free	% Reduced	% Paid	Total Participation	% Free	% Reduced	% Paid	Total Participation
Wyoming County	51.49	46.48	35.87	45.25	78.30	79.54	71.20	75.97
Hancock County	37.25	25.37	8.21	20.06	69.38	63.59	34.25	49.28
Mason County	51.65	44.00	36.21	44.54	70.68	67.76	59.46	65.81
Nicholas County	33.11	29.27	14.84	25.51	71.51	63.41	58.70	65.68
Upshur County	44.90	32.45	17.30	32.33	78.88	71.90	69.47	74.45
Peer Average	43.68	35.51	22.49	33.54	73.75	69.24	58.62	66.24
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.

3.0 Staffing

Exhibit B-9 displays the pupil-to-staff ratios for WCS and the peer districts for the 2008-09 school year. WCS's pupil-to-teacher ratio, 12.6 to 1, was below the peer average, 13.6 to 1, by one student. This means that the "average" WCS teacher had slightly smaller class sizes than the "average" teacher in the peer districts. WCS's administrative staff also supported fewer pupils (142.8) than the peer average (150.5), which may indicate that WCS dedicated more positions to professional support and central administrative staff, relative to its size, than the peer districts.

**EXHIBIT B-9
WYOMING COUNTY SCHOOLS AND PEER DISTRICTS
TEACHER AND ADMINISTRATOR RATIO TO STUDENTS
2008-09**

DISTRICT	TEACHER RATIO	ADMINISTRATOR RATIO
Wyoming County	12.6	142.8
Hancock County	14.3	153.8
Mason County	13.7	159.9
Nicholas County	13.4	115.9
Upshur County	13.8	180.3
Peer Average	13.6	150.5

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-10 shows the number of professional personnel employed by WCS and the peer districts for the 2009-10 school year. Each district had one superintendent and WCS had one additional assistant superintendent than the peer districts. WCS had a higher number (14) of principals than the peer average (11), but had a lower number of assistant principals (4) than the peer average (5.7). Upshur County is the only peer that employed a curriculum specialist. Hancock, Nicholas, and Upshur counties employed remedial specialists, while WCS and Mason County did not.

**EXHIBIT B-10
WYOMING COUNTY SCHOOLS AND PEER DISTRICTS
PROFESSIONAL PERSONNEL
2009-10**

DISTRICT	SUPERINTENDENT	ASSISTANT/ ASSOCIATE SUPERINTENDENT	PRINCIPAL	ASSISTANT PRINCIPAL	CURRICULUM SPECIALIST	REMEDIAL SPECIALIST
Wyoming County	1	2	14	4	0	0
Hancock County	1	1	9	9	0	6
Mason County	1	1	9.5	9	0	0
Nicholas County	1	1	12.5	3	0	2
Upshur County	1	1	11	3.5	1	2
Peer Average	1	N/A	11	5.7	N/A	N/A

Source: West Virginia Education Information System, 2011.
N/A = Not applicable.

Exhibit B-11 displays the total number of classroom teachers and special education teachers for WCS and the peer districts for the 2009-10 school year. WCS had more teachers in both categories than the peer districts. As previously shown, WCS had a lower student-to-teacher ratio as compared to the peer districts, as evidenced by having employed more teachers and having had average student enrollment among the peer districts.

**EXHIBIT B-11
WYOMING COUNTY SCHOOLS AND PEER DISTRICTS
TOTAL CLASSROOM AND SPECIAL EDUCATION TEACHERS
2009-10**

DISTRICT	TOTAL CLASSROOM TEACHERS	TOTAL SPECIAL EDUCATION TEACHERS
Wyoming County	329.50	66.0
Hancock County	302.00	60.0
Mason County	323.00	66.5
Nicholas County	304.25	51.0
Upshur County	291.30	51.0
Peer Average	310.01	58.9

Source: West Virginia Education Information System, 2011.

Exhibit B-12 displays the years of experience by degree for teachers in WCS and the peer districts. WCS had more teachers than the peer district average with experience with the following degree levels: bachelor's, master's degree (more than 30 years), and master's degree (more than 45 years). WCS employed no teachers with a doctorate degree. WCS had fewer teachers than the peer district average in the following degree levels: bachelor's degree (more than 15 years), master's degree, and master's degree (more than 15 years).

**EXHIBIT B-12
WYOMING COUNTY SCHOOLS AND PEER DISTRICTS
TEACHERS AND EXPERIENCE
2009-10**

DISTRICT	DEGREE LEVEL							DOCTORATE	OTHER
	BACHELOR'S DEGREE	BACHELOR'S DEGREE +15	MASTER'S DEGREE	MASTER'S DEGREE +15	MASTER'S DEGREE +30	MASTER'S DEGREE +45			
Wyoming County	15.9%	20.6%	2.3%	6.3%	13.8%	41.0%			
Hancock County	11.3%	24.8%	5.5%	7.7%	9.1%	41.3%	0.3%		
Mason County	18.3%	23.6%	6.8%	9.5%	9.5%	31.6%	0.8%		
Nicholas County	11.8%	25.0%	5.1%	9.0%	13.2%	35.4%	0.3%	0.30%	
Upshur County	9.4%	22.4%	7.9%	11.2%	15.4%	32.3%	1.5%		
Peer Average	13.3%	23.3%	5.5%	8.7%	12.2%	36.3%	0.6%	N/A	

Source: West Virginia Department of Education website, 2011.

Exhibit B-13 shows the percentage of classes taught by highly qualified teachers for WCS and the peer districts for the 2009-10 and 2010-11 school years. In 2009-10, WCS had a slightly higher percentage (95.8%) of classes taught by highly qualified teachers than the peer district average (93.5%). In 2010-11, the percentage of dropped to 94.2 percent for WCS. Hancock County has remained constant at 100 percent of classes

taught by highly qualified personnel. WCS and Upshur County both had fewer classes taught by highly qualified teachers compared to the previous year. Mason and Nicholas counties both had more classes taught by highly qualified teachers compared to the previous year.

**EXHIBIT B-13
WYOMING COUNTY SCHOOLS AND PEER DISTRICTS
PERCENTAGE OF CLASSES TAUGHT BY HIGHLY QUALIFIED TEACHERS
2009-10**

DISTRICT	PERCENTAGE OF CLASSES TAUGHT BY HIGHLY QUALIFIED TEACHERS	
	2009-10	2010-11
Wyoming County	95.8%	94.2%
Hancock County	100.0%	100.0%
Mason County	86.9%	92.5%
Nicholas County	89.0%	96.7%
Upshur County	96.0%	93.6%
Peer Average	93.5%	95.4%

Source: West Virginia Department of Education website, 2011.

Exhibit B-14 displays the number of service personnel employed by WCS and the peer districts during the 2009-10 school year. WCS employed 2.2 more classroom aides than the peer district average. The district employed 2.1 fewer paraprofessionals than the peer district average. WCS also employed one less director/coordinator of services than the peer district average.

**EXHIBIT B-14
WYOMING COUNTY SCHOOLS AND PEER DISTRICTS
SERVICE PERSONNEL
2009-10**

DISTRICT	AIDE	PARA-PROFESSIONAL	DIRECTOR/COORDINATOR OF SERVICES
Wyoming County	43	2	0.5
Hancock County	32.5	0	1
Mason County	39	14	0
Nicholas County	51.5	3.5	2
Upshur County	38	1	4
Peer Average	40.8	4.1	1.5

Source: West Virginia Education Information Systems, 2011.

Exhibit B-15 shows the number of facilities personnel employed by WCS and the peer districts during the 2009-10 school year. Only WCS and Upshur County employed one supervisor of maintenance. Upshur County employed one full-time chief mechanic, and Mason County employed one part-time. WCS, Nicholas County, and Upshur County employed one full-time foreman each. WCS employed one general maintenance person. WCS had a median number of custodians employed (34.5), and Upshur County had the fewest number of custodians employed (26.5).

**EXHIBIT B-15
WYOMING COUNTY SCHOOLS AND PEER DISTRICTS
FACILITIES PERSONNEL, 2009-10**

DISTRICT	SUPERVISOR OF MAINTENANCE	CHIEF MECHANIC	FOREMAN	GENERAL MAINTENANCE	CUSTODIAN
Wyoming County	1	0	1	1	34.5
Hancock County	0	0	0	0	36.5
Mason County	0	0.5	0	1.6	35
Nicholas County	0	0	1	0.5	38.5
Upshur County	1	1	1	0	26.5

Source: West Virginia Education Information Systems, 2011.

Exhibit B-16 shows the number of transportation personnel employed by WCS and the peer districts in 2009-10. Neither Mason nor Nicholas counties employed a supervisor of transportation during the 2009-10 school year. WCS employed 42 full-time school bus operators, and one part-time school bus operator. Hancock County employed the fewest number of school bus operators (39.5), and Nicholas County employed the greatest number of school bus operators (56).

**EXHIBIT B-16
WYOMING COUNTY SCHOOLS AND PEER DISTRICTS
TRANSPORTATION PERSONNEL
2009-10**

DISTRICT	SUPERVISOR OF TRANSPORTATION	SCHOOL BUS OPERATOR
Wyoming County	1	42.5
Hancock County	1	39.5
Mason County	0	53.5
Nicholas County	0	56
Upshur County	1	50

Source: West Virginia Education Information Systems, 2011.

Exhibit B-17 displays the number of food services personnel employed by WCS and the peer districts during the 2009-10 school year. Only Mason County employed a part-time food services supervisor; the other peer districts did not fill that position during the 2009-10 school year. WCS employed seven cafeteria managers and 36 cooks. Hancock and Mason counties employed the fewest number of cafeteria managers (one each) and Hancock and Upshur counties employed the fewest number of cooks (21.5 each) among the comparison districts.

**EXHIBIT B-17
WYOMING COUNTY SCHOOLS AND PEER DISTRICTS
FOOD SERVICES PERSONNEL
2009-10**

DISTRICT	FOOD SERVICE SUPERVISOR	CAFETERIA MANAGER	COOKS
Wyoming County	0	7	36
Hancock County	0	1	21.5
Mason County	0.5	1	28.5
Nicholas County	0	7.5	38.5
Upshur County	0	9	21.5

Source: West Virginia Education Information Systems, 2011.

Exhibit B-18 shows the number of technology personnel employed by WCS and the peer districts during the 2009-10 school year. WCS did not employ a technology integration specialist or a technology systems specialist during the 2009-10 school year. All other peers employed at least one technology integration specialist, with Hancock County having employed the most (six). Mason and Upshur counties also did not employ a technology systems specialist during the 2009-10 school year.

**EXHIBIT B-18
WYOMING COUNTY SCHOOLS AND PEER DISTRICTS
TECHNOLOGY PERSONNEL
2009-10**

DISTRICT	TECHNOLOGY INTEGRATION SPECIALIST	TECHNOLOGY SYSTEMS SPECIALIST
Wyoming County	0	0
Hancock County	6	2
Mason County	1	0
Nicholas County	3	3
Upshur County	5	0

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 WCS 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.

WCS had the second highest number of instructional personnel among the peer districts for the 2009-10 school year, and the highest number of instructional personnel for 2010-11. The average salary for WCS was nearly \$2,000 less than for 2009-10; however, all districts had a lower average salary for 2010-11 compared to the previous year. In 2010-11, the WCS average teacher salary was \$300.30, or .7 percent, below 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
WYOMING 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
Wyoming County	362.0	\$45,918.43	340.5	\$43,932.51
Hancock County	336.0	\$47,448.59	323.5	\$44,551.01
Mason County	364.5	\$45,280.47	318.8	\$44,007.61
Nicholas County	330.3	\$45,026.61	309.5	\$44,155.99
Upshur County	320.8	\$45,502.46	304.5	\$44,516.95
Peer Average	342.7	\$45,835.31	319.4	\$44,232.81

Source: West Virginia Department of Education website, 2011.

Exhibit B-20 details the average salaries for professional staff categories at WCS and peer districts for the 2010-11 school year. WCS paid principals more than \$4,300 more than the peer district average; however, they paid assistant principals more than \$3,700 less than the peer district average. WCS paid classroom teachers only slightly more than the peer district average.

**EXHIBIT B-20
WYOMING COUNTY SCHOOLS AND PEERS
AVERAGE SALARIES FOR PRINCIPALS, ASSISTANT PRINCIPALS, AND
TEACHERS 2010-11**

DISTRICT	PRINCIPAL	AVERAGE SALARY	ASSISTANT PRINCIPAL	AVERAGE SALARY	CLASSROOM TEACHER	AVERAGE SALARY
Wyoming County	14	\$74,025.30	4	\$57,889.69	327	\$44,577.41
Hancock County	9	\$79,591.44	9	\$65,873.53	296	\$45,579.13
Mason County	9.5	\$68,633.09	9	\$63,414.97	320	\$44,009.77
Nicholas County	12.5	\$62,083.42	3	\$60,917.44	296.25	\$43,967.12
Upshur County	11	\$64,012.13	3.5	\$60,027.04	287.3	\$44,368.10
Peer Average	11.2	\$69,669.08	5.7	\$61,624.53	305.3	\$44,500.31

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-21 shows the 2009-10 budget for WCS and the peer districts. WCS had a larger budget in 2009-10 than the peer districts, with just over \$200,000 to just under \$13 million more in revenue. WCS had over \$5.5 million more in revenue than the peer district average.

**EXHIBIT B-21
WYOMING COUNTY SCHOOLS AND PEER DISTRICTS
2009-10 BUDGET**

DISTRICT	TOTAL - ALL FUNDS		
	REVENUES	BEGINNING BALANCE	EXPENDITURES
Wyoming County	\$47,514,730	\$1,700,000	\$49,214,730
Hancock County	\$41,952,957	\$879,469	\$42,832,426
Mason County	\$47,296,215	\$388,232	\$47,684,447
Nicholas County	\$38,605,989	\$1,650,000	\$40,255,989
Upshur County	\$34,760,633	\$300,000	\$35,060,633
Peer Average	\$42,026,105	\$983,540	\$43,009,645

Source: West Virginia Department of Education website, 2011.

Exhibit B-22 displays revenues per student in WCS 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. WCS had the highest revenues per pupil, and Upshur County had the lowest. WCS had just over \$1,200 more in revenue per pupil than the peer district average.

**EXHIBIT B-22
WYOMING COUNTY SCHOOLS AND PEER DISTRICTS
REVENUES PER PUPIL
2009-10**

DISTRICT	NUMBER	TAXABLE REVENUE PER PUPIL
Wyoming County	4,161	\$11,419.07
Hancock County	4,311	\$9,731.60
Mason County	4,308	\$10,978.69
Nicholas County	4,042	\$9,551.21
Upshur County	3,825	\$9,087.75
Peer Average	4,129	\$10,153.66

Source: West Virginia Department of Education website, 2011.

Exhibit B-23 displays expenditures per student in WCS 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. WCS spent more per pupil than each peer district and spent over \$1,400 per pupil more than the peer district average.

**EXHIBIT B-23
WYOMING COUNTY SCHOOLS AND PEER DISTRICTS
EXPENDITURES PER PUPIL
2009-10**

DISTRICT	NUMBER	EXPENDITURE PER PUPIL
Wyoming County	4,161	\$11,827.62
Hancock County	4,311	\$9,935.61
Mason County	4,308	\$11,068.81
Nicholas County	4,042	\$9,959.42
Upshur County	3,825	\$9,166.18
Peer Average	4,129	\$10,391.53

Source: West Virginia Department of Education website, 2011.

5.2 Transportation Costs

Exhibit B-24 displays the cost information for the transportation department. WCS had the lowest cost per mile and a lower cost per student than the peer district average. WCS had a lower amount of exceeded recommended route times than the peer district average. WCS had a higher number spare buses over the recommended number. The approximate cost to maintain the additional buses was slightly higher for WCS than the peer district average.

**EXHIBIT B-24
WYOMING 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
Wyoming County	\$4.20	\$1,019.72	7.50%	8.1	\$121,500
Hancock County	\$5.49	\$771.75	1.88%	5.0	\$75,000
Mason County	\$5.56	\$1,294.68	12.74%	10.4	\$156,000
Nicholas County	\$5.75	\$1,829.82	9.70%	9.5	\$142,500
Upshur County	\$6.38	\$1,120.26	8.76%	5.9	\$88,500
Peer Average	\$5.48	\$1,207.25	8.12%	7.8	\$116,700

Source: West Virginia Department of Education, Office of Student Transportation, 2011.

Exhibit B-25 shows the miles traveled for WCS 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). WCS buses traveled more total miles than the peer district average. However, WCS traveled fewer miles for extracurricular and curricular activities than the peer district average.

**EXHIBIT B-25
WYOMING COUNTY SCHOOLS AND PEER DISTRICTS
MILES TRAVELED BY BUS
2008-09**

DISTRICT	REGULAR	VOCATIONAL	EXTRACURRICULAR	CURRICULAR	TOTAL
Wyoming County	680,321	37,016	12,352	698	730,387
Hancock County	510,929	30,222	47,149	8,503	596,803
Mason County	663,932	33,159	60,348	21,265	778,704
Nicholas County	559,150	29,779	34,436	12,734	636,099
Upshur County	493,818	11,437	32,255	25,332	562,842
Peer Average	581,630	28,323	37,308	13,706	660,967

Source: West Virginia Department of Education, Office of Student Transportation, 2011.

6.0 Student Achievement

Exhibit B-26 shows the graduation and dropout rates for WCS and the peer districts for 2010-11. WCS had a lower graduation rate than the peer district average, but the rate was higher than the state average by 4.8 percent. WCS also had a higher dropout rate than the peer district average, but was lower than the state average by .2 percent.

**EXHIBIT B-26
WYOMING COUNTY SCHOOLS AND PEER DISTRICTS
GRADUATION AND DROPOUT RATES
2010-11**

DISTRICT	GRADUATION RATE	DROPOUT RATE
Wyoming County	81.3%	2.5%
Hancock County	90.2%	1.4%
Mason County	84.6%	2.0%
Nicholas County	83.4%	2.7%
Upshur County	88.1%	2.9%
Peer Average	85.5%	2.3%
State Average	76.5%	2.7%

Source: West Virginia Department of Education website, 2011.

Students in West Virginia are required to take the WESTEST2 once a year in grades 3 through 11. **Exhibit B-27** displays 2009-10 WCS 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.

**EXHIBIT B-27
WYOMING 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									
Wyoming County	289	38.75%	289	51.55%	288	40.27%	288	34.37%	41.24%
Hancock County	328	52.74%	328	51.52%	318	42.13%	318	37.73%	46.03%
Mason County	293	37.54%	293	37.88%	285	35.78%	286	31.46%	35.67%
Nicholas County	288	42.01%	288	43.40%	284	38.38%	284	29.22%	38.25%
Upshur County	302	51.98%	301	51.16%	297	51.17%	297	44.44%	49.69%
FOURTH									
Wyoming County	285	41.40%	285	58.94%	285	30.17%	283	28.97%	39.87%
Hancock County	325	51.07%	325	53.23%	324	44.13%	320	37.18%	46.40%
Mason County	320	42.81%	320	42.18%	319	31.34%	312	33.33%	37.42%
Nicholas County	287	52.26%	287	48.08%	287	40.06%	281	38.07%	44.62%
Upshur County	306	39.86%	306	49.67%	306	38.56%	301	35.88%	40.99%
FIFTH									
Wyoming County	301	31.56%	301	45.84%	299	26.08%	299	27.09%	32.64%
Hancock County	319	43.26%	319	47.02%	311	36.65%	311	38.26%	41.30%
Mason County	317	37.53%	317	37.85%	313	32.26%	313	32.26%	34.98%
Nicholas County	297	55.89%	297	56.22%	295	43.05%	296	34.12%	47.32%
Upshur County	264	43.56%	264	49.62%	261	46.36%	261	38.69%	44.56%
SIXTH									
Wyoming County	324	39.81%	324	55.55%	324	33.64%	319	30.40%	39.85%
Hancock County	305	48.52%	305	48.52%	305	35.73%	299	31.10%	40.97%
Mason County	301	46.84%	301	43.52%	301	31.89%	296	29.05%	37.83%
Nicholas County	283	48.40%	284	52.46%	284	46.12%	279	34.40%	45.35%
Upshur County	276	40.94%	277	51.62%	277	50.18%	277	36.10%	44.71%
SEVENTH									
Wyoming County	329	38.29%	329	58.05%	329	40.72%	329	30.69%	41.94%
Hancock County	319	47.02%	319	46.70%	315	34.28%	314	32.16%	40.04%
Mason County	320	43.43%	320	42.81%	309	29.77%	309	30.42%	36.61%
Nicholas County	294	49.65%	294	57.48%	289	48.44%	289	39.44%	48.75%
Upshur County	284	39.78%	284	47.53%	281	39.14%	281	35.23%	40.42%
EIGHTH									
Wyoming County	305	50.49%	305	66.22%	301	41.19%	301	39.20%	49.28%
Hancock County	284	42.95%	284	48.59%	276	37.68%	276	28.26%	39.37%
Mason County	307	43.32%	306	46.73%	300	39.66%	299	36.45%	41.54%
Nicholas County	293	38.90%	294	46.93%	291	41.92%	291	40.20%	41.99%
Upshur County	263	39.16%	263	43.34%	259	43.24%	261	31.41%	39.29%
NINTH									
Wyoming County	348	43.10%	347	59.94%	347	29.10%	347	36.59%	42.18%
Hancock County	341	48.38%	340	46.76%	340	32.05%	340	42.64%	42.46%
Mason County	323	30.34%	323	43.65%	322	31.36%	323	33.43%	34.70%
Nicholas County	281	34.51%	281	50.88%	278	42.44%	279	41.21%	42.26%
Upshur County	326	43.10%	328	39.63%	325	31.69%	326	38.03%	38.11%

**EXHIBIT B-27 (Continued)
WYOMING COUNTY SCHOOLS AND PEER DISTRICTS
WESTEST2 RESULTS
2009-10**

District	Math		Reading		Social Studies				Average proficiency for all areas
	# Tested	Percentage Proficient	# Tested	Percentage Proficient	# Tested	Percentage Proficient			
TENTH									
Wyoming County	264	45.07%	263	63.87%	263	44.48%			51.14%
Hancock County	292	50.00%	290	45.17%	288	43.40%			46.19%
Mason County	312	39.74%	310	42.58%	311	40.19%			40.84%
Nicholas County	267	40.82%	267	43.44%	264	38.63%			40.96%
Upshur County	271	40.59%	271	42.43%	271	45.01%			42.68%
ELEVENTH									
Wyoming County	220	43.18%	220	51.36%	215	35.81%			43.45%
Hancock County	277	52.70%	274	47.08%	266	39.09%			46.29%
Mason County	278	44.24%	280	44.64%	270	33.70%			40.86%
Nicholas County	291	32.96%	291	38.14%	283	29.32%			33.47%
Upshur County	210	41.42%	211	48.34%	205	34.63%			41.46%

Source: West Virginia Department of Education website, 2011.

Exhibit B-28 shows the average proficiency rates for all students in all grade levels for all tested areas by district for the WESTEST2. WCS had a 34.00 percent average proficiency rate on the WESTEST2 for all students in all grade levels for the academic year 2009-10, below the peer average proficiency of 35.61 percent. However, all districts have less than 40 percent proficiency rates on the WESTEST2.

**EXHIBIT B-28
WYOMING COUNTY SCHOOLS AND PEER DISTRICTS
PERCENTAGE PROFICIENT FOR ALL STUDENTS IN ALL GRADE LEVELS AND
FOR ALL TESTED AREAS
2009-10**

DISTRICT	PERCENTAGE PROFICIENT
Wyoming County	34.00%
Hancock County	36.74%
Mason County	33.39%
Nicholas County	36.05%
Upshur County	37.86%
Peer Average	35.61%

Source: West Virginia Department of Education, 2011.

7.0 Summary

In summary, WCS had a similar enrollment compared the peer districts. WCS expended more per pupil for instruction than the peer average, and had a slightly lower pupil-to-teacher ratio and a median administrator-to-pupil ratio compared to the peer districts. In addition, WCS had a slightly lower enrollment percentage of students with special needs than the peer average. WCS had a larger budget for instructional expenses than the

peer districts. WCS spent more than the peer average for the average salaries of instructional staff. WCS spent less per mile on transportation having traveled more total miles, but spent more for maintenance compared to the peer district average. WCS employed more food services staff than the peer average; however, WCS did not employ a food services supervisor. WCS had a slightly smaller percentage of classes taught by highly qualified personnel than the peer districts. WCS students were underachieving on standardized tests, with a 34.00 proficiency rate that was slightly lower than the average of the peers, 35.61 percent.