LANCASTER COUNTY PUBLIC SCHOOLS SCHOOL DIVISION EFFICIENCY REVIEW

FINAL REPORT

Submitted by:

MGT
OF AMERICA, INC.

March 17, 2006

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

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EXECUTIVE SUMMARY

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

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

Lancaster County Public School Division

Lancaster County Public Schools is a small school division on the east coast of the Commonwealth of Virginia. The division consists of one high school, one middle school, one primary school, and an alternative school. Division administrative functions are housed in two facilities: the central office is located a short distance west of Kilmarnock, and the transportation garage is located in Lively, which is in the northern part of Lancaster County.

There are approximately 117 teachers and 15 administrative and support personnel that serve over 1,470 students. Slightly more than one-half of the students (52.5 percent) are minorities; likewise, a little more than half (51.2 percent) are eligible for free or reduced price meals. All LCPS schools are accredited.

LCPS faces the challenge of replacing an aging teaching workforce, particularly as employees retire earlier in increasing numbers and fewer college students choose education as a career. As the division works to recruit, develop, and retain a quality work force, it seeks more creative ways to recruit education majors and persons from other professions who may be interested in pursuing teaching as a second career. Currently, 92 percent of teachers in LCPS as considered highly qualified under *No Child Left Behind* (NCLB) standards.

The division's 2005-06 budget amounts to slightly over $13 million. LCPS receives its funding through a variety of state, federal, and local sources. Local funds provided by the county account for approximately 61 percent of the division's revenues; state education allotments, close to 21 percent; and state sales tax, construction, and lottery funds, almost 12 percent. Federal funding represents over 6 percent of revenues.

Study Methodology

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

Existing Reports and Data Sources

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

Examples of existing materials we obtained include, but are not limited to, the following:

- comparative division, regional, and state demographic, financial, and performance data;

- policies and administrative procedures;

- program and compliance reports;

- annual performance reports;

- independent financial audits;

- curriculum and instruction plans;

- technology plan;

- longitudinal test data;

- annual budget and expenditure reports;

- previous studies/audits of the school division;

- job descriptions;

- salary schedules;

- personnel handbooks; and

- agenda, minutes, and background materials for board meetings.

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

Diagnostic Review

During the week of October 3, 2005, MGT's Project Director conducted the diagnostic review. MGT interviewed a variety of stakeholders including members of the school board, LCPS administrators and staff, and school principals.

Employee Surveys

To secure the involvement of administrators, principals, and teachers in the focus and scope of the Lancaster County Public Schools Efficiency Review, employee surveys were prepared and disseminated in October 2005. Through the use of anonymous surveys, central office administrators, principals, and teachers in Lancaster County Public Schools were given the opportunity to express their views about the management and operations of the division. These surveys were similar in format and content to provide a database for determining how the opinions and perceptions of central office administrators, principals, and teachers vary.

The LCPS response rates for the surveys were good. Eighty-three percent of central office administrators and principals returned a survey, as did 44 percent of teachers.

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

Conducting the Formal On-Site Review

During the week of November 7, 2005, MGT conducted the formal on-site review with a team of five consultants. As part of this review, we examined the following functions and operations in LCPS:

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

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

Comparison Summary

MGT performed a data comparison between Lancaster County Public Schools and other divisions in its cluster—divisions that are close to the same size and in the same part of the state. The 1,476 students in LCPS places it in the middle of the group in terms of total student population, according to data from school year 2004-05. Only one of those divisions—Essex County—had a higher percentage of economically disadvantaged students.

In 2003-04, LCPS had the second highest ratio (95.7) teachers per 1,000 students. That same year, all of the divisions in the comparison group received considerably more funding from the Commonwealth than did LCPS. Lancaster County was required to cover over 61 percent of the division's expenses, whereas the average amount of local funds allocated to support the educational programs of the peer divisions was slightly over 46 percent.

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

Major Commendations

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

- implementing measures to ensure a cost-effective method for maintaining its policy manual;

- developing and adopting a comprehensive Six-Year Plan for the division;

- effectively maintaining and safeguarding personnel files;

- developing an easy to read employee handbook that communicates the division's work rules, policies, and employee expectations;

- developing an informative, well-written database to monitor staff development;

- establishing a mandatory direct deposit system to pay employees;

- using an insurance committee to provide input into the selection of employee health insurance;

- taking steps to improve employee safety and reduce on-the-job injuries;

- using an affordable, easy to use accounting system for school activity funds;

- participating in cooperative and collaborative bidding practices;

- developing, implementing, and revising subject area curriculum guides consistent with the Virginia Standards of Learning;

- earning state and national recognition as a result of the primary school's selection as Virginia's National Title I Distinguished School and for significantly closing the achievement gap among *No Child Left Behind* student subgroups;

- providing high-quality pre-kindergarten programs;

- developing and implementing the Lead Teacher Program;

- providing career guidance and counseling and job skills training to secondary students and implementing a dual enrollment program operating between Lancaster High School and Rappahannock Community College;

- implementing a comprehensive guidance program throughout the division;

- initiating a training and evaluation program for the transportation department;

- purchasing four new buses over the last two years during a time of limited resources;

- establishing a representative group of qualified educators and parents to create a Technology Plan;

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

- providing student progress information to parents via the LCPS Web Site; and

- taking decisive action to improve its food services.

Major Findings and Recommendations

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

■ Reorganize the LCPS central office administrative positions and support functions **(Chapter 2, Recommendation 2-1)**.

■ Place the School Board Policy Manual on the school division's Web site **(Chapter 2, Recommendation 2-2)**.

■ Assign the Chairperson as the "official voice" of the school board when speaking to the media, public, and board of supervisors **(Chapter 2, Recommendation 2-4)**.

■ Hire an Executive Director of Business and downgrade the Business Manager position **(Chapter 2, Recommendation 2-5)**.

■ Replace the Assistant Superintendent position with an Executive Director of Academic Achievement **(Chapter 2, Recommendation 2-6)**.

■ Intensify efforts to recruit qualified minority teachers and administrators **(Chapter 3, Recommendation 3-3)**.

■ Analyze teacher salaries in relation to the competition and make adjustments as appropriate and as budgets allow **(Chapter 3, Recommendation 3-4)**.

■ Organize and direct a wide range of training activities to increase staff development for classified, administrative, and paraprofessional employees **(Chapter 3, Recommendation 3-5)**.

■ Improve internal controls in the division's business office by cross-training employees and locking up valuables such as blank check stock **(Chapter 4, Recommendation 4-1)**.

■ Develop a budget format that provides both detailed and summary information for decision-makers **(Chapter 4, Recommendation 4-2)**.

■ Implement a budgetary system that promotes accountability and allows principals and department heads to spend their approved budgets as they see fit **(Chapter 4, Recommendation 4-3)**.

■ Implement procedures to improve controls over the division's school activity funds **(Chapter 4, Recommendation 4-6)**.

■ Update the division's purchasing procedures and train all appropriate division staff in their use **(Chapter 5, Recommendation 5-1)**.

■ Improve the purchasing process by implementing an automated system **(Chapter 5, Recommendation 5-3)**.

■ Develop a purchasing task force to evaluate and determine which purchasing opportunities should be pursued with Lancaster County **(Chapter 5, Recommendation 5-4)**.

■ Update the school board policy on instructional goals and objectives to reflect the requirements of *No Child Left Behind* **(Chapter 6, Recommendation 6-1)**.

■ Implement the LCPS division-wide comprehensive plan and the improvement plans for history accreditation at Lancaster High School and minority English at Lancaster Middle School **(Chapter 6, Recommendation 6-4)**.

■ Implement an electronic system for developing Individual Education Plans and maintaining compliance with state and federal special education requirements **(Chapter 6, Recommendation 6-6)**.

■ Conduct a physical assessment of all division buildings to include structural issues, electrical-mechanical systems, safety issues, and accessibility issues **(Chapter 7, Recommendation 7-1)**.

■ Conduct an educational suitability assessment of all division buildings to include general classrooms, special learning spaces, and support spaces **(Chapter 7, Recommendation 7-2)**.

■ Implement a comprehensive energy management program throughout all schools and facilities **(Chapter 7, Recommendation 7-6)**.

■ Provide ASE certification training for Lancaster mechanics **(Chapter 8, Recommendation 8-3)**.

■ Work with the board of supervisors to get the LCPS 10-year Bus Replacement Plan back on schedule **(Chapter 8, Recommendation 8-5)**.

■ Establish a permanent division-wide Technology Committee **(Chapter 9, Recommendation 9-1)**.

■ Establish a three-person technology support team that will work together to address both instructional and technical challenges faced by teachers **(Chapter 9, Recommendation 9-2)**.

■ Implement a WAN as a means of enhancing communications and administrative operations **(Chapter 9, Recommendation 9-3)**.

■ Ensure that all appropriate security measure are implemented as the WAN is constructed **(Chapter 9, Recommendation 9-4)**.

■ Establish computer acquisition standards to ensure that Lancaster County Public Schools acquires only state-of-the-art computers, thereby maximizing the useful life of new equipment **(Chapter 9, Recommendation 9-6)**.

- Adopt a policy that specifies a replacement cycle for all LCPS computers **(Chapter 9, Recommendation 9-7)**.

- Implement a Technology Lead Teacher Program in which each school has two or more technology savvy teachers who volunteer to serve as Technology Lead Teachers **(Chapter 9, Recommendation 9-8)**.

- Review all the options for offering web-based professional development and strongly encourage teachers to take advantage of these opportunities **(Chapter 9, Recommendation 9-9)**.

- Implement a program that involves students as providers of technical support for their schools **(Chapter 9, Recommendation 9-11)**.

- Implement a school board policy strongly urging all school food service employees to accept employment with the contractor **(Chapter 10, Recommendation 10-2)**.

- Develop a comprehensive preventive maintenance and replacement policy for kitchen equipment **(Chapter 10, Recommendation 10-3)**.

Fiscal Impact

Based on the analyses of data obtained from interviews, surveys, community input, state and division documents, and firsthand observations in Lancaster County Public Schools, the MGT team developed over 50 recommendations for this report. Twelve recommendations have fiscal implications. It is important to keep in mind that the identified savings and costs are incremental and cumulative.

As shown below in Exhibit 1, full implementation of the recommendations in this report can be accomplished in five years with a net cost of only $20,761. It should be noted that many of the recommendations with no specific fiscal impacts identified are expected to result in a net cost savings to LCPS, depending on how the division elects to implement them. It is also important to note that costs and savings presented in this report are in 2005-06 dollars and do not reflect increases due to salary or inflation adjustments.

The fact that the efficiency review identified limited savings indicates that the division is already operating at an efficient level.

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

EXHIBIT 1
SUMMARY OF ANNUAL COSTS AND SAVINGS

CATEGORY	YEARS					Total Five-Year (Costs) or Savings
	2006-07	**2007-08**	**2008-09**	**2009-10**	**2010-11**	
TOTAL SAVINGS	$50,683	$107,565	$108,531	$109,517	$110,523	$486,819
TOTAL (COSTS)	($11,000)	($93,545)	($93,545)	($97,045)	($97,045)	($392,180)
TOTAL NET SAVINGS	$39,683	$14,020	$14,986	$12,472	$13,478	$94,639
ONE-TIME (COSTS)						($115,400)
TOTAL FIVE-YEAR NET SAVINGS MINUS ONE-TIME (COSTS)						($20,761)

1.0 INTRODUCTION

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

1.1   *Overview of Lancaster County Public Schools*

Lancaster County Public Schools is a small school division on the east coast of the Commonwealth of Virginia. The division consists of one high school, one middle school, one primary school, and an alternative school. Division administrative functions are housed in two facilities: the central office is located a short distance west of Kilmarnock, and the transportation garage is located in Lively, which is in the northern part of Lancaster County.

Approximately 117 teachers and 15 administrative and support personnel serve over 1,470 students. Slightly more than one-half (52.5 percent) are minorities; likewise, a little more than half (51.2 percent) of LCPS students are eligible for free or reduced price meals. All LCPS schools are accredited.

1.2   *Methodology*

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

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

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

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

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

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

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

PHASE I - PROJECT INITIATION

Task 1.0 Initiate Project	→	Task 2.0 Develop Preliminary Profile of Lancaster County Public Schools
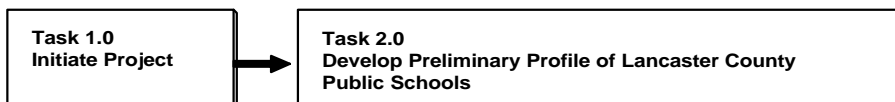
PHASE II - STAKEHOLDER INVOLVEMENT AND DIAGNOSTIC REVIEW

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

PHASE III - IN-DEPTH EFFICIENCY REVIEW

Task 7.0 Review Division Administration	Task 12.0 Review Special Education Programs
Task 8.0 Review Personnel and Human Resources Management	Task 13.0 Review Facilities Use and Management
Task 9.0 Review Financial Management	Task 14.0 Review Transportation
Task 10.0 Review Purchasing, Warehousing, and Fixed Assets	Task 15.0 Review Technology Management
Task 11.0 Review Educational Service Delivery and Management	Task 16.0 Review Food Service

PHASE V - PROJECT REPORTING

Task 18.0 Prepare Draft and Final Reports

PHASE IV - COMPARISONS TO OTHER SCHOOL DIVISIONS

Task 17.0 Conduct Benchmark Analysis with Comparison School Divisions
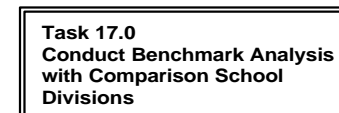
EXHIBIT 1-2
TIMELINE FOR THE EFFICIENCY REVIEW OF
LANCASTER COUNTY PUBLIC SCHOOLS

TIME FRAME	ACTIVITY
September 2005	■ Finalized contract with the Commonwealth of Virginia.
October 2005	■ Conducted initial meeting with Lancaster County Public Schools officials. ■ Designed tailor-made, written surveys for central office administrators, principals, and teachers. ■ Collected and analyzed existing and comparative data available from the school division. ■ Produced profile tables of Lancaster County Public Schools.
October 3, 2005	■ Disseminated surveys to administrators and teachers.
Week of October 3, 2005	Visited Lancaster County Public Schools. ■ Conducted diagnostic review. ■ Collected data. ■ Interviewed school board members and other key stakeholders. ■ Interviewed central office administrators. ■ Interviewed principals.
Week of October 10, 2005	Analyzed data and information that were collected.
Week of October 17, 2005	Tailored review guidelines and trained MGT team members using findings from the above analyses.
Week of November 7, 2005	Conducted formal on-site review, including school visits.
November – December 2005	Requested additional data from the school division and analyzed data.
December 2005 – January 2006	Prepared Draft Final Report.
January 2006	Submitted Draft Final Report.
January 2006	Made changes to Draft Final Report.
February 2006	Submitted Final Report.

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

- include analyses of the efficiency of work practices;

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

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

- document all findings; and

- present bold, yet straightforward and practical recommendations for improvements.

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

Review of Existing Records and Data Sources

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

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

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

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

Diagnostic Review

A diagnostic review of Lancaster County Public Schools was conducted during the week of October 3, 2005. MGT's Project Director interviewed school board members, central office administrators, and principals concerning the management and operations of the school system.

Employee Surveys

To secure the involvement of central office administrators, principals, and teachers in the focus and scope of the efficiency review, three online surveys were prepared and disseminated in early October 2005. Through the use of anonymous surveys, administrators and teachers were given the opportunity to express their views about the management and operations of Lancaster County Public Schools. These surveys were similar in format and content to provide a database for determining how the opinions and perceptions of central office administrators, principals, and teachers vary.

LCPS staff were given from October 2, 2005, through October 14, 2005, to respond. The response rates for the surveys were good, with 83.3 percent of administrators (including principals) and 43.6 percent of teachers responding. MGT compared the LCPS survey responses to those in more than 30 school divisions where we have conducted similar surveys. The surveys are contained in Appendix A, and complete survey results are provided in Appendix B. Specific survey items pertinent to findings in the functional areas MGT reviewed are presented within each chapter.

Conducting the Formal On-Site Review

A team of five consultants conducted the formal on-site review of Lancaster County Public Schools during the week of November 7, 2005. As part of the on-site review, MGT examined the following LCPS systems and operations:

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

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

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

we tailored our guidelines to reflect local policies and administrative procedures; the unique conditions of Lancaster County Public Schools; and the input of administrators and teachers in the school division. Our on-site review included meetings with all central office and school-level administrative staff, all school board members, and one member of the board of supervisors. MGT consultants also conducted focus groups with teachers, school bus drivers, and a representative group of community members.

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

1.3   *Comparisons to Peer Divisions*

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

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

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

The Virginia Department of Education has developed a cluster code to identify similar school divisions for comparison purposes. Cluster identifiers were created by using data including, but not limited to, the cost per student for each major area, major drivers of costs, and ranking of costs. Lancaster County Public Schools is included in Cluster 2, which includes a total of 31 divisions. Eight other school divisions from Cluster 2, were identified as being sufficiently similar to LCPS to serve as peer divisions; these are listed below. The five divisions that were chosen by LCPS as peers are identified by asterisks (**).

- Amelia County**
- Essex County**
- Floyd County
- Mathews County
- Middlesex County**
- Nelson County
- Northumberland County**
- Richmond County.**

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

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

- LCPS is in the middle of the group in terms of total student population.

- Only one division (Northumberland County) has fewer students per 1,000 of the general county population.

- Only one division (Essex County) has a higher percentage of economically disadvantaged students.

- All divisions have only three schools.

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

SCHOOL DIVISION	CLUSTER IDENTIFICATION	TOTAL STUDENT POPULATION	STUDENT POPULATION PER 1,000 GENERAL POPULATION	PERCENT ECONOMICALLY DISADVANTAGED	TOTAL NUMBER OF SCHOOLS
Lancaster County	**2**	**1,476**	**128**	**52.5%**	**3**
Middlesex County	2	1,308	132	33.1%	3
Northumberland County	2	1,477	121	48.2%	3
Amelia County	2	1,761	154	35.4%	3
Essex County	2	1,614	163	54.3%	3
Richmond County	2	1,202	136	35.6%	3

Sources: Virginia Department of Education Web Site, 2005; United States Census Bureau, 2000 Census Data; www.schoolmatters.com.

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

- LCPS has the second highest ratio (95.7) of teachers per 1,000 students, a percentage that is considerably above the state average of 81.45.

- In grades K through 7, LCPS has a ratio of 9.0 students per classroom teaching position, which is lower than the peer average of 11.7 students per teaching position and the state average of 13.1.

- In grades 8 through 12, LCPS has a ratio of 12.7 students per classroom teaching position, which is higher than the peer average of 11.9 students per teaching position and the state average of 11.2.

EXHIBIT 1-4
TEACHER STAFFING LEVELS AND PUPIL: TEACHER RATIOS
PEER SCHOOL DIVISIONS
2003–04 SCHOOL YEAR

SCHOOL DIVISION	TOTAL TEACHERS PER 1,000 STUDENTS	RATIO OF PUPILS TO CLASSROOM TEACHING POSITIONS FOR GRADES K-7*	RATIO OF PUPILS TO CLASSROOM TEACHING POSITIONS FOR GRADES 8-12
Lancaster County	**95.7**	**9.0**	**12.7**
Middlesex County	89.8	10.5	13.2
Northumberland County	78.6	15.9	10.1
Amelia County	101.2	10.8	9.2
Essex County	87.3	10.5	13.3
Richmond County	76.6	13.2	13.1
Division Average	**88.2**	**11.7**	**11.9**
STATE AVERAGE	**81.45**	**13.1**	**11.2**

Sources: *2003 Superintendent's Annual Report for Virginia*, Virginia Department of Education Web Site.
*Pupil/teacher ratios for elementary and secondary schools may vary because of the reporting of teaching positions for middle school grades 6–8.

Exhibit 1-5 displays revenue percentages by federal, state, and local funding sources. As shown in the exhibit:

- LCPS, at 61.58 percent, received a considerably higher percentage of its funds from local sources than the peer average of 46.02.

- LCPS received a smaller percentage of its funds, 20.42 percent, from state sources, than the peer division average of 34.24 percent. In fact, LCPS received a smaller percentage of state funds than any of its peers; and

- LCPS received a slightly smaller percentage (8.29 percent) of its funds from federal sources than the peer division average of 9.15 percent.

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

SCHOOL DIVISION	SALES AND USE TAX	STATE FUNDS	FEDERAL FUNDS	LOCAL FUNDS	OTHER FUNDS	LOANS, BONDS, ETC.
Lancaster County	**7.27%**	**20.42%**	**8.29%**	**61.58%**	**2.45%**	**0.00%**
Middlesex County	8.60%	30.51%	7.94%	50.27%	2.67%	0.00%
Northumberland County	8.17%	26.38%	10.29%	54.45%	0.71%	0.00%
Amelia County	9.06%	45.10%	10.06%	32.84%	2.93%	0.00%
Essex County	8.74%	38.70%	10.33%	38.02%	4.16%	0.06%
Richmond County	8.51%	44.30%	7.99%	38.97%	0.23%	0.00%
Division Average	**8.39%**	**34.24%**	**9.15%**	**46.02%**	**2.19%**	**0.01%**

Sources: *2004 Superintendent's Annual Report for Virginia*, Virginia Department of Education Web Site.

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

- On regular operating-related items, LCPS spent $5,976 per student, which exceeds the peer division average of $5,551; and

- On administration-related items, LCPS spent $291 per student, which is also considerably above the peer division average of $252.

**EXHIBIT 1-6
DISBURSEMENTS PER PUPIL FOR A REGULAR
SCHOOL DAY, PEER SCHOOL DIVISIONS
2003 FISCAL YEAR**

SCHOOL DIVISION	INSTRUCTION PER PUPIL[1]	ADMINISTRATION PER PUPIL[2]
Lancaster County	**$5,976.47**	**$291.49**
Middlesex County	$5,337.77	$175.89
Northumberland County	$5,802.72	$185.43
Amelia County	$5,264.83	$330.78
Essex County	$5,594.86	$222.04
Richmond County	$5,331.99	$310.49
Division Average	**$5,551.44**	**$252.69**

Source: *2004 Superintendent's Annual Report for Virginia*, Virginia Department of Education Web Site.
[1] Represents expenditures for classroom instruction, guidance services, social work services, homebound instruction, improvement of instruction, media services, and office of the principal. This column does not include expenditures for technology instruction, summer school, or adult education. This column also excludes local tuition revenues received for divisions 001 - 207, and prorates the deduction of these revenues across administration, instruction, attendance and health, pupil transportation, and operations and maintenance categories. Local tuition is reported in the expenditures of the school division paying tuition.
[2] Represents expenditures for activities related to establishing and administering policy for division operations including board services, executive administration, information services, personnel, planning services, fiscal services, purchasing, and reprographics.

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

■ Three of the peer divisions have higher average daily membership than LCPS.

■ LCPS has a higher number of principals/assistant principals (4.55) per 1,000 students than all but two of the peer divisions.

■ LCPS also has the second highest number of teachers (97.18) per 1,000 students.

■ Only one division has fewer teacher aides per 1,000 students.

■ Two divisions have fewer guidance counselors/librarians per 1,000 students.

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

SCHOOL DIVISION	STUDENTS AVERAGE DAILY MEMBERSHIP	PRINCIPALS /ASSISTANT PRINCIPALS PER 1,000 STUDENTS	TEACHERS PER 1,000 STUDENTS	TECH-NOLOGY INSTRUC-TORS PER 1,000 STUDENTS	TEACHER AIDES PER 1,000 STUDENTS	GUIDANCE COUNSELORS/ LIBRARIANS PER 1,000 STUDENTS
Lancaster County	**1,317**	**4.55**	**97.18**	**0.00**	**16.70**	**4.55**
Middlesex County	1,292	3.87	84.94	0.00	22.06	5.42
Northumberland County	1,434	4.19	72.54	0.00	24.41	4.19
Amelia County	1,658	4.67	97.24	0.00	25.93	6.48
Essex County	1,579	3.80	84.07	0.00	18.68	4.43
Richmond County	1,211	4.96	70.98	0.00	14.48	4.96
Division Average	**1,415**	**4.34**	**84.49**	**0.00**	**20.38**	**5.01**

Source: Virginia Department of Education Web Site, 2005.

Exhibit 1-8 provides information on the number of instructional personnel in each of the divisions. As seen in the chart, LCPS has 9.0 technical and clerical and 1.0 instructional positions, which are both very close to the division averages of 8.9 and 1.1 respectively.

**EXHIBIT 1-8
INSTRUCTION PERSONNEL
PEER SCHOOL DIVISIONS
2003–04 SCHOOL YEAR**

SCHOOL DIVISION	INSTRUCTION			
	ADMINISTRATIVE	TECHNICAL AND CLERICAL	INSTRUCTIONAL SUPPORT	OTHER PROFESSIONAL
Lancaster County	**0.0**	**9.0**	**1.0**	**0.0**
Middlesex County	2.8	14.0	0.0	0.0
Northumberland County	4.0	6.0	0.0	0.0
Amelia County	0.0	12.8	4.5	0.0
Essex County	3.0	7.3	0.0	1.0
Richmond County	0.4	4.2	1.3	0.0
Division Average	**1.7**	**8.9**	**1.1**	**0.2**

Source: Virginia Department of Education Web Site, 2005.

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

- LCPS has 6.0 administrative staff, compared to the peer average of 6.5.

- LCPS has 4.5 technical and clerical staff, compared to the peer average of 3.9.

- LCPS has 3.0 other professional positions, compared to the peer average of 4.4.

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

SCHOOL DIVISION	ADMINISTRATION, ATTENDANCE, AND HEALTH		
	ADMINISTRATIVE	TECHNICAL AND CLERICAL	OTHER PROFESSIONAL
Lancaster County	**6.0**	**4.5**	**3.0**
Middlesex County	6.0	2.0	6.0
Northumberland County	6.0	3.0	5.0
Amelia County	7.0	7.0	4.8
Essex County	7.8	3.8	4.3
Richmond County	6.0	3.0	3.2
Division Average	**6.5**	**3.9**	**4.4**

Source: Virginia Department of Education Web Site, 2005.

Exhibit 1-10 displays the number of technology personnel for each of the divisions. As the chart shows, LCPS had 2.0 administrative positions, 1.5 technical and clerical positions, and 0.0 instructional support personnel during the 2003–04 school year.

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

SCHOOL DIVISION	TECHNOLOGY		
	ADMINISTRATIVE	TECHNICAL AND CLERICAL	INSTRUCTIONAL SUPPORT
Lancaster County	**2.0**	**1.5**	**0.0**
Middlesex County	1.0	0.8	0.0
Northumberland County	1.0	1.0	0.0
Amelia County	0.0	0.5	1.7
Essex County	1.0	1.8	0.0
Richmond County	1.0	2.0	0.0
Division Average	**1.0**	**1.3**	**0.3**

Source: Virginia Department of Education Web Site, 2005.

Exhibit 1-11 provides comparison information on transportation. As can be seen in the chart, LCPS has 1.0 administrative position, 2.5 technical and clerical positions, 0.0 professional positions, and 29.5 trades, operatives, and service positions.

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

SCHOOL DIVISION	TRANSPORTATION			
	ADMINISTRATIVE	TECHNICAL AND CLERICAL	OTHER PROFESSIONAL	TRADES, OPERATIVES, AND SERVICE
Lancaster County	**1.0**	**2.5**	**0.0**	**29.5**
Middlesex County	1.0	1.5	0.0	30.2
Northumberland County	0.0	0.0	0.0	42.0
Amelia County	0.0	0.5	0.0	43.0
Essex County	0.0	0.3	0.0	29.0
Richmond County	0.0	0.7	1.0	24.0
Division Average	**0.3**	**0.9**	**0.2**	**33.0**

Source: Virginia Department of Education Web Site, 2005.

Exhibit 1-12 presents information related to the number of operations and maintenance personnel in the peer divisions. As evidenced by the chart, LCPS has 1.0 administrative, 3.0 technical and clerical, 0.0 professional, and 13.0 trades, labor, and service positions.

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

SCHOOL DIVISION	OPERATIONS AND MAINTENANCE			
	ADMINISTRATIVE	TECHNICAL AND CLERICAL	OTHER PROFESSIONAL	TRADES, LABOR AND SERVICE
Lancaster County	**1.0**	**3.0**	**0.0**	**13.0**
Middlesex County	1.0	0.5	0.0	17.3
Northumberland County	0.0	0.0	0.0	15.0
Amelia County	0.8	0.0	0.0	23.5
Essex County	0.0	0.0	0.0	18.0
Richmond County	0.0	0.0	1.0	8.7
Division Average	**0.5**	**0.6**	**0.2**	**15.9**

Source: Virginia Department of Education Web Site, 2005.

1.4   *Overview of Final Report*

MGT's final report is organized into 11 chapters. Chapters 2 through 10 present the results of the School Division Efficiency Review of Lancaster County Public Schools. Findings, commendations, and recommendations are presented for each operational area of the school division that we reviewed. In each chapter, we analyze each function within the school division based on the current organizational structure. The following data on each component are included:

- description of the current situation in Lancaster County Public Schools;

- descriptions of our findings;

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

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

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

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

2.0 DIVISION ADMINISTRATION

2.0 DIVISION ADMINISTRATION

This chapter presents our findings, commendations, and recommendations regarding the overall organization of Lancaster County Public Schools (LCPS). The major sections of the chapter are as follows:

2.1   Introduction and Legal Foundation
2.2   School Division Governance
2.3   Policies and Procedures
2.4   Organization and Management

CHAPTER SUMMARY

Lancaster County Public Schools has made a systematic effort to provide a quality education for all its children. Processes have been created that have improved the quality of education within the schools. Improvements have also been made in the business operations and, although much progress has been made, more remains to be done. The purpose of this study is to assist this division in attaining its goals as expeditiously as possible.

The key findings addressed in this chapter include the following:

- Improve the relationship between the board of supervisors and the school board.

- Redesign the organizational chart to reflect the emphasis the division has placed on fiscal responsibility and student achievement.

- Adopt the SMART goals process which, will allow the division to develop goals that are specific and measurable.

- Assign the Chair of the school board as the spokesperson for the Board in matters relating to public relations.

- Hire an Executive Director of Business.

- Replace the Assistant Superintendent position with an Executive Director of Academic Achievement.

2.1   *Introduction and Legal Foundation*

The Lancaster County School Division is fiscally dependent upon funds provided by Lancaster County tax payers as provided by the Code of Virginia, Title 22.1, and other controlling regulations which assign final budget approval and appropriations authority to the board of supervisors.

The Composite Index of Local Ability to pay deems Lancaster County Public Schools a "wealthy" school division. The county is growing, especially with retired people moving into the area. Due to the number of coastline miles available within the division, there

has been an influx of new expensive homes, and property values have increased significantly. The end result is that the Commonwealth of Virginia requires a growing amount of local tax support from the citizens of Lancaster to support the county's public schools.

To establish a context in which to view the recommendations, the 2005 Education Criteria for Performance Excellence from the Baldrige National Quality Program articulates the roles and responsibilities of visionary leaders. These criteria state that leaders must:

- set directions and create a student-focused, learning-oriented climate;

- set clear and visible values;

- create high expectations;

- balance the needs of all the stakeholders; and

- serve as strong role models through ethical behavior and personal acceptance of their social responsibilities within the community.

Leaders must create strategies, systems, and methods for achieving performance excellence, stimulating innovation, building knowledge and capabilities, and ensuring organizational sustainability. A more detailed explanation of their roles and responsibilities can be found in the 2005 Education Criteria at the following address: www.baldrige.nist.gov/eBaldrige/StepOne.htm.

The leadership of Lancaster County Public Schools expressed a strong desire to strive towards these high ideals. Their journey towards excellence is on a continuum; the purpose of this report is to provide an outside analysis of their progress to date. Furthermore, the report articulates steps that might be taken to move the division toward its goals and to accelerate the pace at which this is being done.

Juxtaposing the progress of LCPS against these criteria will help assess its progress towards achieving excellence. The determination to provide an effective and efficient school division is reflected in the commitment and dedication of the Lancaster County School Board, Superintendent, faculty, and staff.

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

- an experienced and dedicated Superintendent committed to making a difference for the children of Lancaster County Public Schools;

- a school board and Superintendent that are aware of the challenges they face and committed to making positive changes;

- strong internal administrative support for the Superintendent as reflected in both personnel surveys and interviews;

- fiscal dependence upon the Commonwealth and local board of supervisors;

- increasing costs for educational programs while student enrollment remains stable;

- a shared concern among the school board and the Superintendent for identifying ways to improve communications with all stakeholders in the community;

- recognition and pride that student achievement scores are improving, with special note that the division's achievement gap is narrowing; and

- a desire to reduce the animosity between the board of supervisors and the school board.

The progress of this division can best be illustrated by using the following graphic (Exhibit 2-1) prepared by the Florida Sterling Council.

EXHIBIT 2-1
ALIGNMENT PLAN, MEASURES AND ACTIVITIES CHART
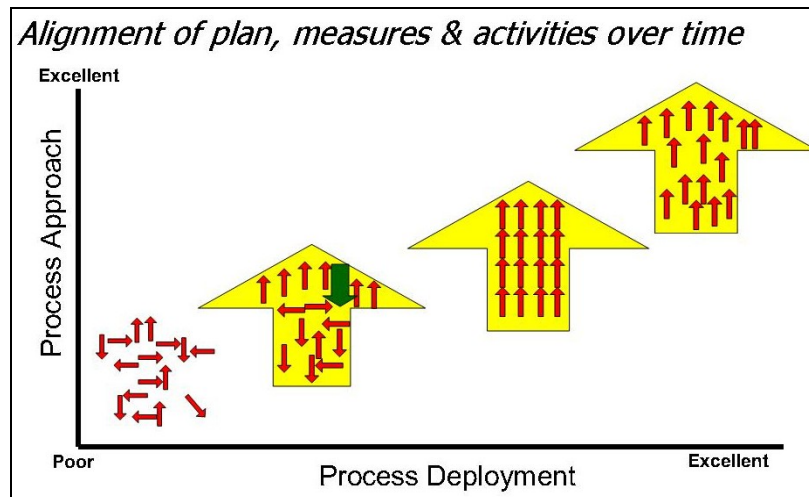
Source: Florida Sterling Council Web Site, 2005.

Lancaster County Public Schools would best be depicted as in the second stage of this alignment process. Several key areas have been successfully aligned, such as the school board's goal-setting process, the evaluation of the Superintendent based on these goals, the annual board retreat, and the successful completion of the division's Six-Year Plan. However, other areas are not yet aligned.

Only an aligned system will produce the results desired by the school board and Superintendent. The alignment of all the systems is an arduous task. The board, Superintendent, faculty, staff, and community at large are to be applauded for the progress that has already been accomplished. Although much progress has been made, much more remains to be done.

Not all "arrows" depicted in Exhibit 2-1 are of equal importance; some must enjoy a higher priority than others. LCPS faces some serious obstacles that must be addressed if its vision is to be achieved. That first challenge must be strengthening the relationship between the board of supervisors and the school board.

In a 1997 report produced by the College of William and Mary entitled, "Lancaster County Public Schools – Operational Review," the relationship between the board of supervisors and the school board was identified as an area that "needs improvement." In that report, the authors made the following recommendation:

> *We recommend that the board of supervisors appoint one of its members to attend scheduled school board meetings as a liaison…..A designated member of the school board should attend meetings of the supervisors in a similar capacity.*

In interviews with MGT, the Superintendent and members of the school board acknowledged the challenges created when an organization is fiscally dependent upon an external source and expressed a commitment to improving this critical relationship.

The Superintendent, administrative staff, school board members, and general public all agreed in interviews with MGT consultants that the division's most significant challenge is funding school programs related to improving student performance and meeting the requirements of the *No Child Left Behind* (NCLB) legislation. Capital improvement budgets are also critical to the division's success and are subject to the same legal process. At present, the relationship between the boards continues to be strained. The MGT team arrived for the in-depth analysis just prior to the election that was to fill school board and board of supervisor seats. This relationship was a topic that dominated local conversations. There was one common theme – this relationship must improve if the school division is to be successful in achieving its mission.

2.2   *School Division Governance*

There are numerous school system governance configurations in the United States. Hawaii represents a highly centralized system, with all public schools controlled by a single school board and the state serving as single school district. Florida, with 67 county school districts, each with an elected school board of from five to nine members, and Texas and Illinois, each with approximately 1,000 school districts and school boards, provide examples of the wide range of governance variation. The Commonwealth of Virginia, with its city, county, and other division configurations, presents yet another variation.

The educational system in Lancaster County Public Schools is the result of Virginia legislation authorizing the establishment of county school divisions. The resident constituents of established member districts within Lancaster County elect members of the school board for four-year terms.

Exhibit 2-2 provides an overview of the members of the LCPS school board. The exhibit shows that:

- two members were recently elected to a second term;

- one member chose not to run for re-election and is being replaced by an attorney;

- three members have served two years;

- membership is presently composed of two men and three women; this will shift after January 1, 2006, to three men, two women;

- all five members are involved in the business world in one capacity or another; and

- the reorganization of the board will occur after January 1, when the new member is sworn into office.

The following chart depicts information pertinent to the school board:

EXHIBIT 2-2
LANCASTER COUNTY PUBLIC SCHOOLS
SCHOOL BOARD MEMBERS
NOVEMBER 2005

TITLE	TERM EXPIRES	YEARS OF SERVICE AS OF END OF 2005	OCCUPATION
Chairman	12/31/09	4	Business
Vice-Chairman	12/31/05	4	Business
Member	12/31/07	2	Business
Member	12/31/07	2	Business
Member	12/31/07	2	Business
Newly Elected	12/31/09	0	Attorney

Source: Lancaster County Public Schools, November 2005.

Regular school board meetings are held on the second Monday of each month; regular meeting dates and times are posted on the Web site and advertised as required by law. Regular meetings are held at 6:30 p.m. at Lancaster Middle School.

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

In addition to regular meetings, the school board can hold closed meetings following the regular meeting for certain purposes. These include:

- discussion of individual personnel;

- student matters;

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

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

- other matters as permitted under Commonwealth of Virginia law.

Minutes of all regular meetings are recorded by the school board Deputy Clerk and generally transcribed within two working days of the meeting. Minutes are not maintained for closed meetings; rather, the Deputy Clerk prepares a written statement attesting to the fact that the board conducted this meeting in accordance with state law. Copies of school board approved minutes are posted on the division's Web site, and other persons who would like a written copy may make a request. The public may write to individual school board members via the division's Web site as well.

The school board and Superintendent have established a mission statement which reads as follows:

> *Recognizing the mutual responsibility of students, family, community, and school personnel, the Lancaster County Public Schools system will provide a caring environment and challenging educational programs in which all students can learn, grow, and become productive citizens and contributing members of society.*

Based on the mission statement, the following goals have been established for the Superintendent:

- Community Involvement: To promote the school division to the Lancaster community by identifying and involving key stakeholders.

- Instruction (Academic and Extra Curricular): To increase the number of curricular and co-curricular offerings for students and to continue to meet the requirements of NCLB.

- Employee Satisfaction: To recognize employees, as appropriate, and to continue to promote an environment that fosters teamwork.

- Fiscal Management: To present the budget to the community in a format that is easily understood.

FINDING

The biggest challenge facing the division's senior leadership team (school board and Superintendent) remains the relationship between the board of supervisors and the school board. The community is caught in the middle of this struggle, and both sides are suffering from the conflict. The board of supervisors has indicated that its level of confidence for the division's senior leadership and school board is low in the area of budgeting and planning. The school board understands that improving communication

with the board of supervisors is critical to the division's success. This is reflected in the school board's goals and through their interviews.

The present organizational structure of LCPS is depicted in Exhibit 2-3. During interactions with MGT consultants, the public expressed confusion about whom to contact when there were questions. Principals were also unclear on some aspects of the reporting structure. The organizational chart indicates that principals report directly to the Assistant Superintendent, but the reality of the situation is different, as they actually report to the Superintendent. The reporting structure is "flat" in that subordinate positions all report directly to the Superintendent. This exacerbates the public's confusion, as the reporting lines are unclear, and erodes public confidence in how the school division conducts the business of education.

RECOMMENDATION

Recommendation 2-1:

Reorganize the LCPS central office administrative positions and support functions.

To improve communication with the board of supervisors and the community at large, MGT recommends establishing a new organizational structure that places equal emphasis on student learning and fiduciary responsibilities. This change will allow the business operations to advance to another level and should contribute greatly to improving the relationship between the two boards.

This recommended structure is one that MGT has found in many school systems across the country, particularly in smaller systems. In those instances it has proven to be an effective organizational structure.

The proposed reorganization chart is presented in Exhibit 2-4. Reorganizing the division administration will reflect added emphasis on the school board's commitment to its fiduciary responsibilities and to student learning. The school board must regain the initiative in its struggle to fund the school division. One of the most common criticisms is that the school board does not understand "how to run a business." Although the criticism is unfounded, recent events have contributed to this opinion. Introducing a strong business element into the organizational structure would go a long way toward re-connecting with the board of supervisors and Lancaster constituents. This move would further the division's efforts to develop better business processes, an effort that is already a priority for the division which is producing results, albeit at a slower pace than is desired. This reorganization, when combined with the financial recommendations made in Chapter 4.0, Financial Management, should help to improve the division's relationship with the board of supervisors.

An expanded discussion of this reorganization recommendation occurs in Section 2.4 of this chapter.

FISCAL IMPACT

The fiscal impact for implementing this recommendation is included in the fiscal impact shown for Recommendation 2-5 of this chapter.

EXHIBIT 2-3
CURRENT LANCASTER COUNTY SCHOOL DIVISION
ORGANIZATIONAL CHART

```
                    ┌─────────────────────────────────────┐
                    │  LANCASTER COUNTY SCHOOL BOARD       │
                    └─────────────────────────────────────┘
                                   │
                        ┌──────────────────────┐
                        │   Superintendent      │
                        └──────────────────────┘
                                   │
        ┌──────────────────────┐   │
        │     Assistant        │   │
        │   Superintendent     │   │
        └──────────────────────┘   │
                │                   │
        ┌──────────────────┐       ┌──────────────────┐
        │    Building       │───────│      Clerk       │
        │  Administrators   │       └──────────────────┘
        └──────────────────┘                │
                │                   ┌──────────────────┐
        ┌──────────────────┐        │   Deputy Clerk   │
        │  Building Staff   │        └──────────────────┘
        └──────────────────┘
                │
        ┌──────────────────┐       ┌──────────────────┐
        │  Student Support  │───────│  SBO Secretaries │
        │   Officer/SASI    │       └──────────────────┘
        └──────────────────┘
```

Technology Coordinator	Director	Director	Business Manager	Director
Technology	Transportation and Maintenance	Special Programs	Financial Secretary	Food Service
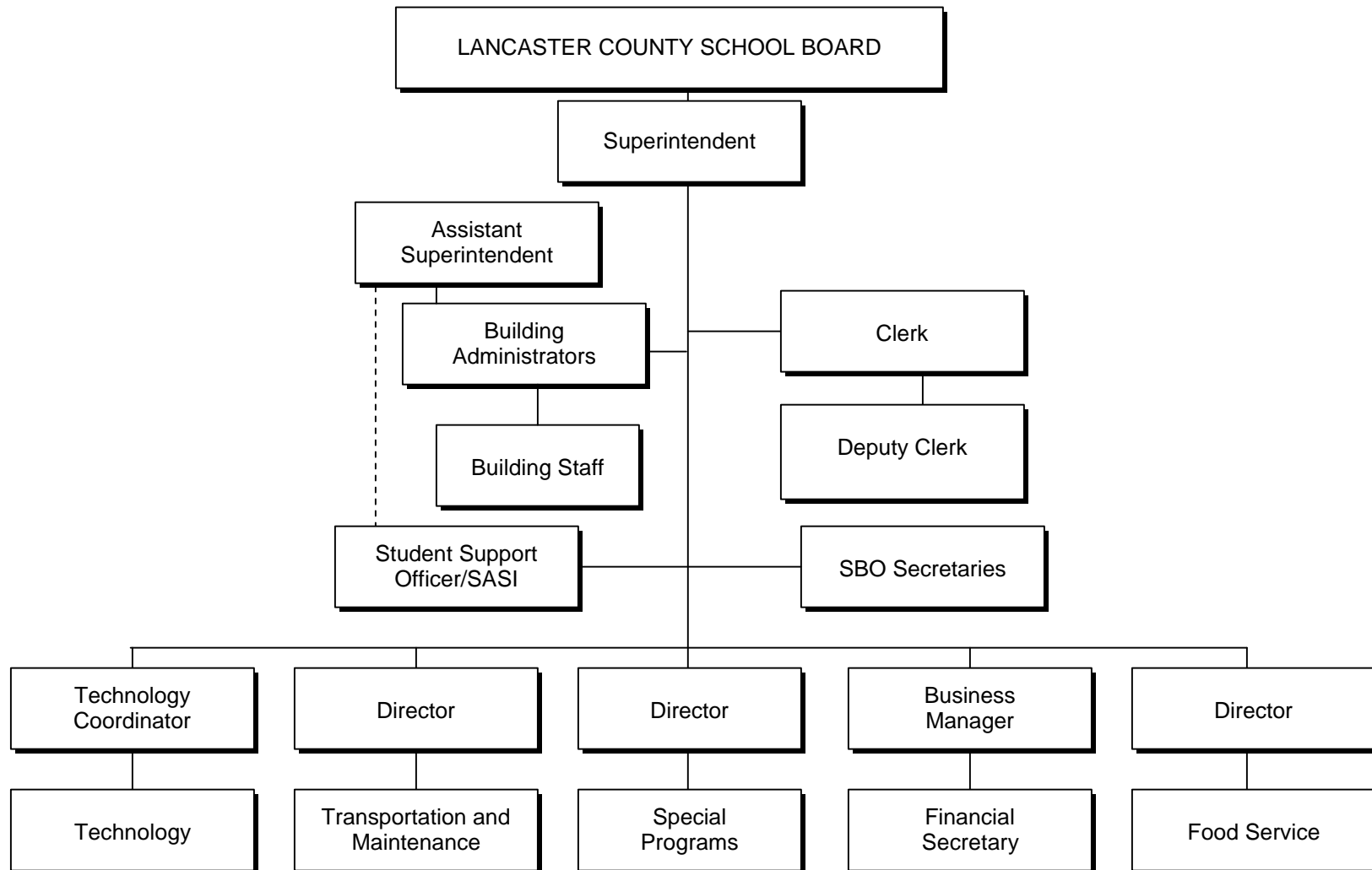
Source: Lancaster County Public Schools, October 2005.

EXHIBIT 2-4
PROPOSED LANCASTER COUNTY SCHOOL DIVISION
ORGANIZATIONAL CHART

```
                        ┌─────────────────────┐
                        │   Lancaster County   │
                        │     School Board     │
                        └─────────────────────┘
                                   │
                        ┌─────────────────────┐
                        │    Superintendent    │
                        └─────────────────────┘
                                   │
              ┌────────────────────┴────────────────────┐
   ┌─────────────────────┐                    ┌─────────────────────┐
   │  Executive Director  │                    │  Executive Director  │
   │      Academic        │                    │       Business       │
   │    Achievement       │                    └─────────────────────┘
   └─────────────────────┘
```

| Principals | SASI Coordinator | Student Support Officer | Federal Programs Special Education |

| Financial Clerk | Food Service | Transportation Facilities | Technology Coordinator |

Financial Secretary

Instructional Technology Resource Teacher

Computer Network Technician
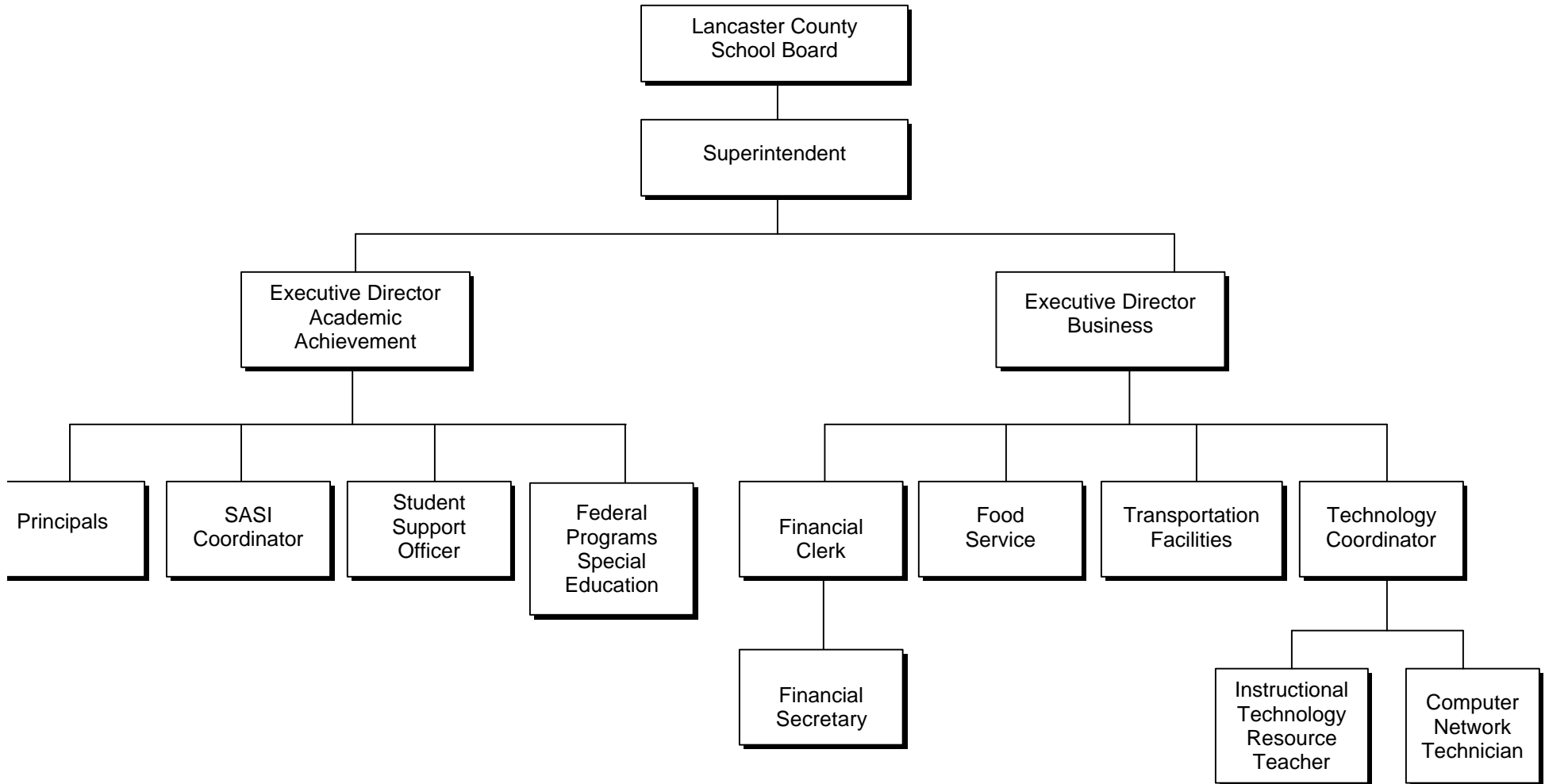
Source: Created by MGT of America, Inc., November 2005.

2.3   *Policies and Procedures*

The development of policies and procedures constitutes the means by which an organization can communicate expectations to its internal and external stakeholders. In addition, adopting policies and establishing related procedures provide the mechanism for:

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

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

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

- creating guidelines within which people operate;

- providing reasonable assurances of consistency and continuity in decisions;

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

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

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

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

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

- a system of two-way communication between employees and the local school board and its administrative staff;

- the selection and evaluation of all instructional materials purchased by the division, with clear procedures for handling challenged controversial materials;

- standards of student conduct and attendance, and related enforcement procedures;

- school-community communications and involvement;

- guidelines to encourage parents to provide instructional assistance to their children;

■   information about procedures for addressing school division concerns with defined recourse for parents;

■   a cooperatively developed procedure for personnel evaluation; and

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

The division uses the Virginia School Board Association's (VSBA) process for keeping board policies up-to-date. There are 12 major sections of the policy manual, which are shown in Exhibit 2-5, along with their respective policy codes:

EXHIBIT 2-5
LANCASTER COUNTY PUBLIC SCHOOLS
SCHOOL BOARD ORGANIZATION OF POLICY HANDBOOK

SECTIONS	SECTION TITLES	POLICY CODES
A	Foundations and Basic Commitments	AA
B	school board Governance and Operations	BA
C	General School Administration	CA
D	Fiscal Management	DA
E	Support Services	EA
F	Facilities Development	FA
G	Personnel	GA
H	Negotiations	None
I	Instructional Program	IA
J	Students	JB
K	School-Community Relations	KA
L	Education Agency Relations	LA

Source: LCPS School Board Policy Handbook, May 2004.

FINDING

The school board contracted with the VSBA for a policy updating service designed to assist the division in maintaining a current manual in compliance with Commonwealth of Virginia law. The annual cost for this service is $1,980. This compares with outsource services that range in cost from a low of $3,000 to as high as $10,000 annually.

COMMENDATION

The Lancaster County Public School Division is commended for approving specific measures designed to ensure a cost-effective method for maintaining its policy manual.

FINDING

Lancaster County Public Schools has not placed the policy manual on its Web site. The policy manual is available in written format, making it challenging to keep all copies of the policies current. Thus, potential users could have outdated information.

Many school systems place their school board policies on their Web site. This makes them conveniently available to anyone in the community or beyond that wants to review them and, provided the division keeps them up to date on the Web site, avoids the problem of someone basing their actions on an outdated policy. Moreover, school systems that follow this approach find it more cost effective since they are not required to produce a lot of paper copies or CDs (compact disks) for their constituents.

RECOMMENDATION

Recommendation 2-2:

Place the School Board Policy Manual on the school division's Web site.

The implementation of this recommendation will eliminate the need to provide several copies of the policies throughout the community and internally to the division. Additionally, placement on the LCPS Web Site will permit ease of public access to policy provisions, eliminating requests from schools, the central office, or public libraries for such information. Further, updates can be included in the document more easily, ensuring that all users have access to the most up-to-date version. If users need additional copies of a particular policy, the policy can easily be downloaded and printed for use. This would also send a powerful message to the community at large that the school board wants its public to know the internal policies that govern division operations.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

In compliance with Virginia law, Lancaster County Public Schools has developed and adopted a comprehensive Six-Year Plan (2005–2011) focused on instruction and student success. The plan was developed under the direction of the Assistant Superintendent and with the guidance and input of a Six-Year Plan Committee. This committee was composed of parents, teachers, and administrators from each of the schools. Principals met with central office staff, updated each school's biennial plan, and developed a set of identified needs related to each school. Proposed objectives for the plan were developed and reviewed by community representatives from each of the schools. Ultimately, the final document was presented to the school board for review and was approved unanimously at the regularly scheduled school board meeting of November 14, 2005.

The plan includes five educational goals with goal clarifying statements. The goals are as follows:

- improve student achievement;
- provide effective instruction-teaching;
- expand school programs;
- establish safe, supportive school environments; and
- promote community/parental involvement.

Program objectives support each of the goals, followed by a comprehensive current status statement, implementation strategies, and timelines.

COMMENDATION

Lancaster County Public Schools is commended for developing and adopting a comprehensive Six-Year Plan for the division.

FINDING

The school board and Superintendent attend an annual event sponsored by the Virginia School Boards Association where goals are established for the next school year. An annual evaluation of the Superintendent, which is based on these goals, occurs in November. The goals for the 2005–06 school year have been established and are articulated in the preceding section of this chapter. The school board and Superintendent understand the importance of establishing goals for the division and take this responsibility very seriously. During interviews, board members and the Superintendent indicated that they would like to see this process improved. One suggestion made by both board members and the Superintendent was to increase the number of planning sessions conducted each year.

The relationship between the goals established for the Superintendent and the Six-Year Plan has not been firmly established. The goals for the Superintendent were developed in the summer, and the Six-Year Plan was not adopted until November. As a result, those goals are not closely connected to the Six-Year Plan.

Setting SMART goals, defined on page 2-14, takes the goal-setting process to a higher level. The goals established using this approach require a more rigorous process than is used in most goal-setting efforts. The SMART goal process mirrors the process currently used for developing goals for the Six-Year Plan. Thus, adopting the SMART approach will simply build upon the process currently in place.

RECOMMENDATION

Recommendation 2-3:

Adopt the SMART goal process when establishing future goals for the Superintendent.

The SMART approach will provide a more effective goal-setting process for the division. Moreover, to ensure that the school board sets goals for the Superintendent that are connected to the Six-Year Plan, the board should examine that plan before setting the goals.

There are numerous sources to learn more about this process. The following is adapted from Paul J. Meyer's *Attitude is Everything!*

S – Specific: A specific goal has a much greater chance of being accomplished than a general goal. To set a specific goal you must answer the six "W" questions:

- *Who: Who is involved?
- *What: What do I want to accomplish?
- *Where: Identify a location.
- *When: Establish a time frame.
- *Which: Identify requirements and constraints.
- *Why: Specific reasons, purpose or benefits of accomplishing the goal.

M – Measurable: Establish concrete criteria for measuring progress toward the attainment of each goal. When progress is measured, the organization will stay on track, reach target dates, and experience the exhilaration of achievement that causes continued effort required to reach the goal.

A – Actionable: When identifying goals that are important, ways will be discovered that can make them become a reality. Goals are impossible to attain unless each goal is broken down into the specific actionable steps necessary to accomplish that goal. Only then does the goal become manageable.

R – Reasonable: To be reasonable, a goal must represent an objective toward which the organization is both *willing* and *able* to work. A goal can be both high and realistic; every goal represents substantial progress. The goal is probably realistic if the organization truly *believes* that it can be accomplished.

T – Time Bound: A goal is time-bound when specific timelines are established for each action step of the goal.

Adopting this format would assist the school board and Superintendent in both setting the direction for the division and monitoring results. This approach represents one of the key requirements for leadership under the Baldrige Model for Continuous Improvement. Adopting this process would also ensure that the Six-Year Plan would be in alignment with division goals.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

There was a great deal of concern expressed by those within the division as well as the public regarding the poor communication between the public and the schools. In the public forum and focus groups, this concern was articulated. The 1997 College of William and Mary study previously referenced stated:

The dissemination of accurate and pertinent information about the school system to the general public is vital if wide-spread interest and support of public schools is to be realized.

LCPS is making an effort to improve communications, but the results have not been what the division had hoped to achieve. One community member was particularly succinct in articulating this issue when she stated, "Bad experiences in the past and anxieties linger and cloud the good advances in the system. Very little positive press is available except in the area of band."

The problems between the board of supervisors and the school board have dominated the public's attention for several years now. Any efforts to present positive communications to the public have been thwarted by the negative publicity of that relationship. Until this issue is resolved in a satisfactory manner, improving communications with the public will continue to be challenging. The recommendation that follows is very much like one that came out of the 1997 College of William and Mary report, and it continues to be an appropriate approach.

RECOMMENDATION

Recommendation 2-4:

Assign the Chairperson as the "official voice" of the school board when speaking to the media, public, and board of supervisors.

This recommendation is patterned after a policy recommended by NEOLA, Inc., a firm that develops bylaws, policies, and procedures for school systems in at least three states in the Midwest. Their recommendation is that "The board President functions as the official spokesperson for the board." They further recommend that other board members, when writing or speaking "to the media, legislators, and other officials, should make it clear that their views do not necessarily reflect the views of the board or of their colleagues on the board."

Assigning this responsibility to the Chairperson should ensure continuity in the message being sent to the public. This assignment should be captured in board policy, following the procedures established for modifications in policy.

It should be added, though hopefully not out of necessity, that the Chair of the school board must maintain close contact with the Superintendent to ensure that the messages conveyed are consistent with division operations. Just as the school board Chair will be the "official voice" of the school board, the Superintendent should continue to be the "official voice" of LCPS on administrative matters.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

2.4   *Organization and Management*

Another significant challenge for LCPS is the need to continue to develop written processes and procedures that will make the division operate more effectively and efficiently. It is limited in its efforts by the size and structure of its organization. The division has attempted to create processes to improve the purchase order system; transportation scheduling; testing protocols; and community involvement in the development of each school's six-year plan.

The executive and administrative functions of LCPS are managed through a system that is organized into line and staff relationships that define official spans of authority and communication channels. School systems are typically pyramidal organizations with clear lines of authority leading from the school board and its chief executive officer (superintendent) down through departments, offices, and schools.

The organizational chart of the school system is developed to depict graphically this scheme. School systems may have multiple layers within the organization, from superintendent to deputy to assistant superintendents to directors to coordinators and supervisors, to managers and specialists, and on to the school level.

An organizational structure that is more aligned with the direction already being taken by the division will enhance the success being achieved. Furthermore, communicating the division's commitment to fiscal responsibility and student achievement to the public via the organizational structure should improve public relations and restore confidence in the fiduciary process.

FINDING

The current organizational chart (Exhibit 2-3) indicates that building administrators report directly to the Assistant Superintendent. In reality, principals report directly to the Superintendent, with the Assistant Superintendent serving in an advisory capacity to the principals. Delegation of authority is difficult but necessary if the organization is to be successful in fulfilling its mission. Unless the Superintendent is willing to delegate, he will be unable to fulfill all the responsibilities assigned by the school board.

School board members have expressed a desire to see the Superintendent become involved in the community as much as possible. The Superintendent fully realizes the importance of doing so. The issue is one of time–there simply is not enough of it. The proposed organizational chart in Exhibit 2-4 will greatly enhance the areas of finance and student achievement while providing time for the Superintendent to be more of an ambassador to the community.

In addition to providing more effective management to the division and creating a structure that will facilitate communications with the board of supervisors and the community, there are other reasons for adopting the proposed organizational structure. The intricacies and complexities of school division business operations have outgrown the professional job requirements of the business manager position. The job description for the Business Manager, initially approved by the school board in 1988 and revised in 2002, contains outdated position requirements such as training in clerical and

stenographic work. In addition, the job description does not require a college degree or any finance-related certifications.

Though the individual holding the Business Manager position is a long-time employee who has served the division well, the demands and requirements of such a position have exceeded the current job requirements.

RECOMMENDATION

Recommendation 2-5:

Hire an Executive Director of Business and downgrade the Business Manager position.

To effectively manage the financial operations of a school division in today's world, ever-increasing demands of federal and state mandates are coupled with unique budgetary challenges, sophisticated automated systems, and a complex regulatory environment, the division should employ a degreed accountant or similar individual with a professional designation such as Certified Public Accountant. A person with such a background will help the board of supervisors gain confidence in the division's business operations.

An Executive Director position is recommended to differentiate this person from the directors that will be reporting to the position. This position will be parallel to the Executive Director of Academic Achievement that is called for in Recommendation 2-6.

This Executive Director position should be filled at a time that coincides with the date that the current Business Manager retires. When the Business Manager retires, that position should be downgraded to a Financial Clerk, since the new Executive Director of Business will assume many of the responsibilities of the Business Manager. Likewise, the Financial Clerk will also assume some of the responsibilities of the Business Manager and will be assisted by the Financial Secretary.

As discussed in more depth in other parts of this report, the Superintendent and principals all expressed concern about the budgeting process, and particularly stressed the purchase order process. Principals indicated they do not feel that the present system is a good one. The time necessary to process purchase orders is lengthy; furthermore, the principals are not always aware of the instructional dollars available to them. The budgeting system in place tends to reward early expenditures in the beginning of the school year for fear that the appropriations will be lost. This does not allow principals the flexibility to adjust to the changing needs experienced during the school year. A better system of expending appropriated building dollars is needed. All of these issues will be addressed through the implementation of Recommendation 4-2.

The adoption of an organizational chart that puts more emphasis on business operations should ultimately lead to the implementation of financial processes that are more consistent with recommended accounting practices. This will have the added benefit of re-directing dollars into the classrooms as new, more efficient accounting procedures are implemented.

In addition, the new structure will permit the Superintendent to address the school board's desire to see him more actively engaged in community affairs. The

Superintendent already recognizes the importance of community involvement. The issue revolves around time and definition. Feedback from a variety of sources indicates that the present level of involvement is not sufficiently strong to effect a change in the image of Lancaster County Public Schools. The Superintendent must demonstrate commitment to this goal by serving as a positive role model to the rest of the division.

The role of the Superintendent in community involvement can best be articulated during the board's annual goal-setting process. Assigning the Superintendent specific responsibilities for community involvement using the SMART goal process will ensure that:

1. the school board's standards for achieving its goal of community involvement are well defined, and

2. the Superintendent clearly understands the expectations of the school board.

The Superintendent needs to know what the board expects in order to be able to achieve this goal. The SMART goal process is designed to minimize the ambiguity of the goal-setting process by developing specific and measurable goals, setting timelines for achieving the goal, and identifying the standards that the school board is willing to accept to define the goal as "successful." Furthermore, the Superintendent will be able to share with the board specific action steps that are being taken, giving the Superintendent the opportunity to receive feedback.

The benefits derived from adopting this recommendation are many, justifying the added expense for doing so. Accounting procedures will most likely be strengthened; the Superintendent will have additional time to devote to his responsibilities to the community at large, and the relationship with the board of supervisors should improve.

FISCAL IMPACT

This recommendation is to be implemented by funding one new position, an Executive Director of Business, and by downgrading the Business Manager position. The cost projections below are based on having both personnel changes occur in July 2007 for planning purposes. However, since it is recommended that this change occur when the Business Manager retires, the actual change may occur before or after that date.

The cost for the new position is calculated as follows: an entry-level Executive Director's position based on a $70,000 annual salary, plus 25 percent fringe benefits of $17,500 for an annual cost of $87,500. The Business Manager position is currently compensated $57,655 annually, including benefits at 25 percent ($46,124 x 1.25 = $57,655). Because the annual compensation for the Financial Clerk is projected to be $37,500 ($30,000 salary x 1.25 = $37,500), that yields a projected annual savings of $20,155. Thus, the net cost of implementing this recommendation is $67,345 ($87,500 − $20,155 = $67,345).

MGT recognizes that the division has limited resources. This recommendation is submitted with the full knowledge that this major change in the organizational structure probably cannot be achieved immediately. Funding this change will require a serious examination of the priorities of the school division. Retirements and resignations will give

the division the opportunity to reevaluate priorities. All future personnel decisions should be made with the goal of implementing the new organizational chart as quickly as possible, though MGT's view is that it will likely be July 2007 or later before it can be fully implemented. With this new structure in place, more progress will be made toward resolving old issues and moving forward toward achieving the division's mission. This is a key to future success.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Hire an Executive Director of Business	$0	($67,345)	($67,345)	($67,345)	($67,345)

FINDING

Typical of a small school division, the Assistant Superintendent has multiple responsibilities as do several other positions. The Assistant Superintendent's primary responsibility is to serve as the Director of Instruction, but she also plays a significant role in the human resource function.

The Assistant Superintendent has announced that she will be retiring in the not too distant future. Consequently, it will be necessary to fill that position in the coming months. As described earlier in this chapter, MGT is recommending a new organizational structure that places emphasis on effectively managing the division's business operations and, more importantly, upon student achievement. As shown in Exhibit 2-4, there should be a business operations leader and an academic achievement leader.

RECOMMENDATION

Recommendation 2-6:

Replace the Assistant Superintendent position with an Executive Director of Academic Achievement.

This position will perform most, if not all, of the responsibilities currently performed by the Assistant Superintendent and will operate at the same level as the Executive Director of Business. To make this structure work successfully, it will be necessary for the Superintendent to delegate much of his authority to these two individuals, and as he does so, he must hold them accountable for fulfilling their responsibilities effectively.

This change should occur upon or soon after the retirement of the Assistant Superintendent.

FISCAL IMPACT

For purposes of this projection, the start date for the Executive Director of Academic Achievement would be January 1, 2007. Thus, the cost for fiscal year 2006-07 reflects only one-half of the annual compensation.

The cost of this recommendation is based on an entry-level salary for the Executive Director of $70,000 plus 25 percent fringe benefits, which comes to $87,500.

Compensation for the Assistant Superintendent who will be replaced by the Executive Director is approximately $77,800, and when benefits are added, that total comes to $97,250.

The effect of this change will be a slight reduction in salary costs. Since the difference between the two salaries is $9,750, that is the savings that should accrue annually except for the first year, when only one-half of that savings will be realized.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Hire an Executive Director of Academic Achievement	$4,875	$9,750	$9,750	$9,750	$9,750

3.0 PERSONNEL AND HUMAN RESOURCES

3.0 PERSONNEL AND HUMAN RESOURCES MANAGEMENT

This chapter reviews the personnel and human resources (HR) operations in Lancaster County Public Schools (LCPS). The five major sections of this chapter are:

    3.1   Organization and Personnel Records
    3.2   Policies and Procedures
    3.3   Recruitment, Hiring, and Retention
    3.4   Employee Compensation and Job Descriptions
    3.5   Teacher Certification and Professional Development

CHAPTER SUMMARY

Lancaster County Public Schools does not have a human resources department but instead spreads the responsibilities of that function across several positions. The Superintendent, Assistant Superintendent, and Business Manager all play a part in addressing the human resource needs of the division.

The division has an effective employee handbook but needs a comprehensive procedures manual. It would also benefit from soliciting feedback from employees on the type and quality of the human resource services offered. With respect to recruitment, the division is challenged to create a teaching faculty that is reasonably close in demographics to the student population. Finally, LCPS needs to expand upon the training and staff development that it offers to all division employees.

This chapter details the findings, commendations, and recommendations relating to the division's support of HR. Among the suggested improvements are:

- develop a comprehensive personnel policy procedures manual for HR;

- develop and implement an employee survey for evaluating the quality of HR services provided to the division;

- intensify efforts to recruit qualified minority applicants for job openings; and

- strengthen staff development opportunities for classified and paraprofessional personnel.

INTRODUCTION

The LCPS HR function must provide personnel services to approximately 260 employees in the division. Of this number, almost 50 percent are professional staff, including approximately 117 teachers, 15 administrators, and over 130 additional employees. Collectively, the school division serves over 1,470 students in grades K-12. Though their teacher salaries are slightly lower than those of peer school divisions of similar composition, LCPS salaries are fairly competitive, and the division offers very good benefits as a way of attracting more qualified employees. The importance LCPS places on recruiting is evidenced by annual recruiting efforts the division undertakes.

However, these efforts need to place greater emphasis on recruiting minority teachers and administrators.

The dedication of LCPS staff to provide professional and personalized personnel services to the employees and to enrich and strengthen education in the schools is consistent with the division's mission statement:

> *Recognizing the mutual responsibility of students, family, community and school personnel, the Lancaster County Public School System will provide a caring environment and challenging educational programs in which all students can learn, grow and become productive citizens and contributing members of society.*

Achievement of the LCPS mission statement requires commitment from the school board, school division staff, and the community.

Prior to the on-site review, MGT conducted surveys of teachers, administrators, and principals, asking how they felt about various division services. The surveys provide comparative responses within Lancaster County Public Schools regarding school division efficiencies. Survey results are included throughout the chapter in respective HR analyses.

3.1   *Organization and Personnel Records*

HR has the job of caring for one of the school division's most valuable assets—its employees. Despite the absence of a formal human resources department, those responsible for supporting the human resource function must cover all aspects of personnel management, from processing job applications to overseeing the retirement process. Primary duties and responsibilities include:

- conducting recruitment and initial screening of applications;
- maintaining job applicant tracking;
- posting notices of vacancies;
- maintaining personnel records;
- coordinating staff development and training;
- monitoring licensure for certified positions;
- ensuring compliance with federal and local guidelines;
- managing payroll and benefits functions;
- planning performance evaluations; and
- handling employee relations.

Based on the current organizational structure of LCPS, the HR functions are intrinsic to central office functions and responsibilities. In this structure, Lancaster County Public Schools designates the Superintendent with overall responsibility for management of the division-wide human resource function. The Assistant Superintendent, along with the Superintendent, accepts responsibility for the recruiting and staffing needs of the school division. The Business Manager, aside from overseeing the business and financial operations of the division, coordinates payroll and benefits.

The following summaries highlight only those job responsibilities exclusive to HR functions, and do not cover the full range of expectations for the job positions listed.

Superintendent – In Lancaster County Public Schools, the Superintendent is the backbone of the school division. The Superintendent serves the role of Human Resources Director, supervising the hiring, benefits, compensation, and staff development functions. The Superintendent develops and maintains organizational structure for efficient administration of the school division, and works closely with the school board in providing guidance for overall school division operation. Included in this role is overall responsibility for performance management and disciplinary action, investigating and resolving employee grievances, and ensuring the safety of schools and facilities.

Assistant Superintendent – In order to identify and assess training needs within the school division, the Assistant Superintendent consults with administrators and supervisors periodically, and evaluates the effectiveness of training efforts. The Assistant Superintendent also works closely with the school board in communicating changes to existing division policy and procedures. In maintaining staffing needs for the school division, the Assistant Superintendent encourages and tracks exit interviews for resigning staff members, and ensures the availability of active substitute teachers. The school division employs Kelly Educational Staffing in scheduling substitute teachers.
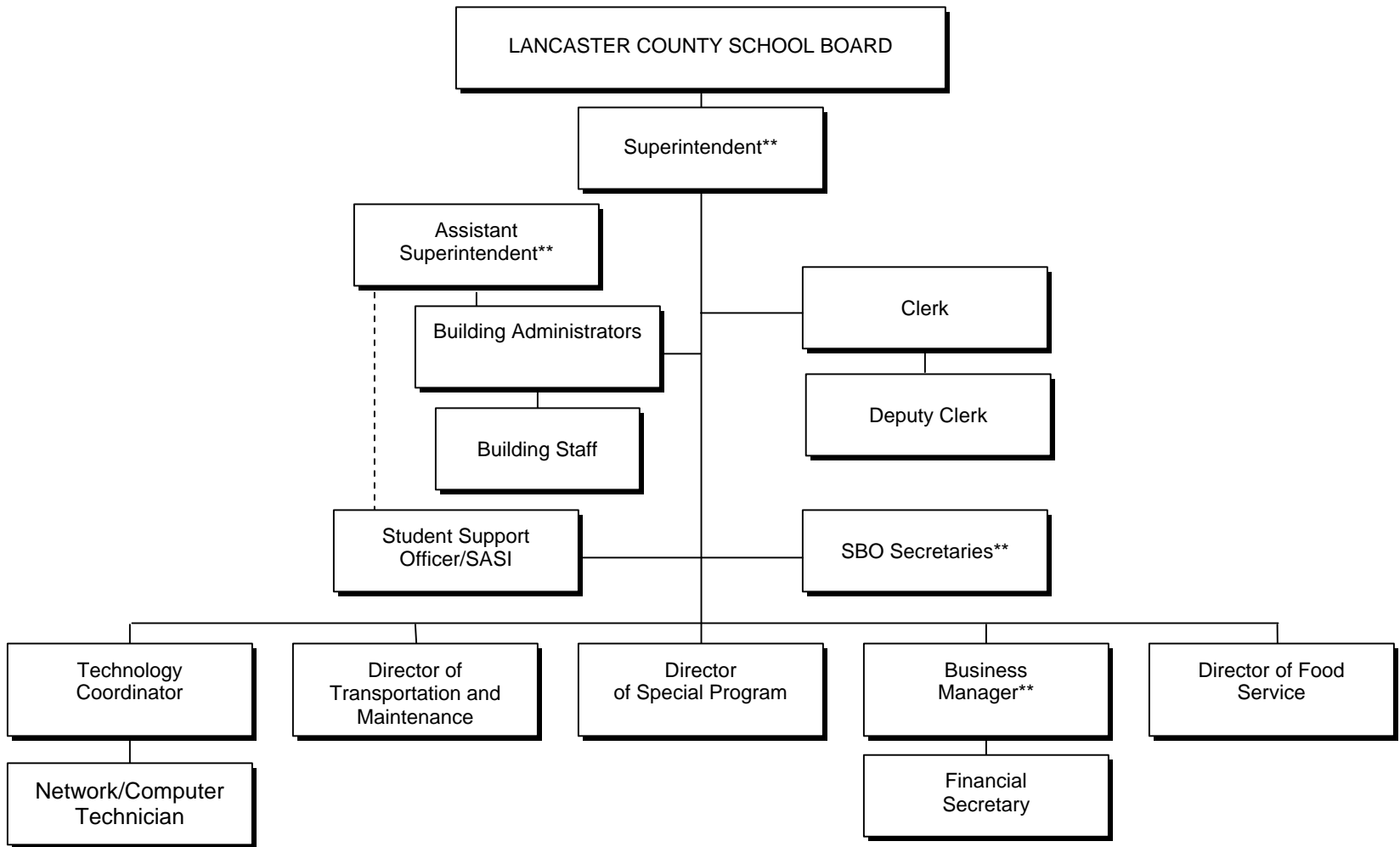
Business Manager – This individual maintains time and attendance calculations for division employees and uses an automated payroll system developed by RDA Systems Inc., in the preparation, maintenance, and distribution of payroll. The Business Manager keeps abreast of changing federal and state regulations that may affect employee benefits and tracks employee participation in benefits programs. As backup to the Assistant Superintendent, the Business Manager assists in recruiting, hiring, training, and evaluating central office support staff. Additionally, the Business Manager serves as Clerk to the school board, maintaining records of board proceedings.

Exhibit 3-1 illustrates the current organizational chart for Lancaster County Public Schools.

Those who support the HR function are responsible for maintaining efficient, accurate, and up-to-date employee personnel files and taking the necessary measures to protect the confidentiality of these files. Various laws mandate the actions employers must take when handling the personnel, employment, and medical records of employees, and non-compliance could mean heavy fines. The following documents are maintained in each employee's personnel file:

- employee's application;
- copy of employee's drivers license and Social Security card;
- I-9, employment eligibility verification;
- criminal check clearance;
- contract;
- staff development documents;
- performance evaluations;

EXHIBIT 3-1
LANCASTER COUNTY PUBLIC SCHOOLS
CURRENT ORGANIZATIONAL CHART
2005-06 SCHOOL YEAR

```
                    LANCASTER COUNTY SCHOOL BOARD

                           Superintendent**

      Assistant
   Superintendent**
                                                      Clerk
           Building Administrators
                                                   Deputy Clerk
              Building Staff

   Student Support                              SBO Secretaries**
   Officer/SASI

  Technology      Director of        Director         Business      Director of Food
  Coordinator     Transportation and of Special Program Manager**     Service
                  Maintenance

  Network/Computer                                     Financial
  Technician                                           Secretary
```

Source: Lancaster County Public Schools, 2005.
**Denotes Responsibility for Human Resources Functions.

- personal data; and
- transcripts and certificates.

In LCPS, employee personnel files are located in the school division's central office, and maintained in the Assistant Superintendent's office. The files remain secured at all times, and only authorized HR personnel have access to the files. Present and past employees can review the contents of their personnel files and records while supervised by authorized staff members. Information requested from banks or other establishments is not released without written consent from the employee, unless directly related to subpoenas or other judicial orders. Personnel files containing health-related data are located in separate files, in compliance with the Health Insurance Portability and Accountability Act (HIPAA) of 1996.

COMMENDATION

Lancaster County Public Schools is commended for effectively maintaining and safeguarding personnel files.

3.2   *Policies and Procedures*

Policies and procedures enable a school division to communicate expectations to employees and to the community it serves. Policies are essential in school divisions for creating guidelines within which people work; providing reasonable assurances of consistency and continuity in decisions; providing a legal basis for the allocation of funds, facilities, and other resources; and acquainting the public with structured guidelines. The range of policy development in school divisions often depends on the national or state and regional framework in which they operate. For example, school divisions in the Commonwealth of Virginia must take into account the Standards of Learning requirements. The Standards of Learning for Virginia Public Schools describe the Commonwealth's expectations for student learning and achievement in grades K-12.

FINDING

The Lancaster County Public Schools Policy and Procedures Manual addresses every major aspect of employment within the school division. The policies and procedures are clearly written, with guidelines for seeking additional clarification within the school division. The manual is available in the central office; in the the primary, middle, and high school offices; and in school media centers. It is reviewed, updated, and revised periodically.

LCPS made significant updates to the personnel section of the policy manual in 2004. The most recent amendments and attachments include:

- Your Rights Under FMLA of 1993;
- Compliance Guide to the FMLA;
- The Family Medical Leave Act of 1993;
- Certification of Health Care Provider;
- Employer Responses to Employee Request for Family or Medical Leave;
- Professional Staff Grievances and Dismissal, etc. of Teachers;

- Reporting per Pupil Costs;
- Staff Time Schedules (due to the Fair Labor Standards Act);
- Staff Involvement in Decision Making;
- Board-Staff Communications;
- Personnel Records; and
- Evaluation of Support Staff.

In addition to the school division's policy manual, LCPS developed an employee's information handbook. Contents of the employee handbook include:

- school division mission statement;
- goal statements for the current school year;
- personnel commitment statement;
- organizational chart for LCPS;
- harassment policies;
- family and medical leave policy;
- professional staff probation and continuing contract;
- administering medicines to students;
- emergency school closing information;
- 2005-06 school calendar; and
- general information for all employees.

The *General Information for All Employees* section provides information, policy, and guidelines for employee compensation and benefits, vacation and other paid leaves, grievance procedures, licensure, substitute teachers, bloodborne pathogen training, and LCPS policy regarding the use of tobacco, alcohol, and drugs. Together, the Lancaster County Public Schools policy manual and employee's information handbook communicate the division's policies and procedures efficiently and effectively.

COMMENDATION

Lancaster County Public Schools is commended for developing an easy to read employee handbook that communicates the division's work rules, policies, and employee expectations.

FINDING

There are few written policies and procedures in place to guide the HR staff in performing their duties. The documents provided to MGT consultants were devoted exclusively to hiring procedures such as posting professional staff vacancies, and included regulations for hiring, policy for filling administrative and support staff vacancies, and guidelines for hiring family members of current LCPS employees. These guides are available in the LCPS Policy and Procedures Manual under Personnel. In today's fast-paced world, HR management is one of the most rapidly changing fields. There are numerous tasks that must be performed to keep a school division running smoothly. Even the smallest school division needs an HR policy and procedures manual. Work procedures are important not only to give staff members clearly established guidelines on doing their own work, but also to assist those who might have to fill in for one of their co-workers in performing those duties.

RECOMMENDATION

Recommendation 3-1:

Develop a comprehensive procedures manual for each of the functions carried out by Human Resources.

The manual should provide detailed instruction for performing routine HR tasks, adhere to the rules and standards of the school division, and comply with employment laws. Guidelines should be established for maintaining employee personnel file folders, clearly identifying what is and what is not acceptable in the file. Procedures should include record retention guidelines, a list of division policies relating to the HR function, and copies of all forms and computer screens used in extensive processes. HR personnel should develop timelines to review and make necessary revisions to the manual. An indexed manual allows staff members to quickly look up a procedure or process that needs clarification. In keeping with LCPS policy, once the procedures manual is developed, it should be presented to the school board for adoption.

Exhibit 3-2 displays a sample list of items included in HR procedures manuals.

This recommendation should be implemented by January 2007.

EXHIBIT 3-2
HUMAN RESOURCES
PROCEDURAL GUIDE BOOK
SAMPLE CONTENTS

The manual should provide detailed step-by-step descriptions of each process and procedure used in the delivery of various services such as:
Criteria For Award Programs
Guidelines For Business Travel
Providing Bilingual Customer Service
Legal Completion Of Citizenship Eligibility (I-9) Forms
Steps In Complaint Resolution
Guides For Discipline, And, Or, Termination
Affirmative Action
Steps In Providing Employment Assistance Programs
Steps In Hiring Staff And Hiring Substitutes
Security Clearance
Records Retention
Steps In Communicating Severe Weather Procedures
Medical Exams And Immunization
Maintaining Personnel Files
Handling Confidential Information
Leaves Of Absences
Return To Work
FMLA
Return To Work After Disability
Unemployment Insurance
Reporting Suspected Child Abuse

Source: Absolute Human Resource Solutions Web site, 2005.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Employee communication is an essential element for significant improvements in any school division. Employees should remain informed, and should have an opportunity to communicate their thoughts and ideas to school division administrators. Most school division administrators know intuitively that collecting employee opinions through surveys can provide valuable insights for making business decisions, yet few school divisions conduct routine feedback surveys.

Lancaster County Public Schools does not have an internal feedback system to assess the quality of services delivered through HR. LCPS employees are the customers or clients of the services provided by HR. Knowing your customers and understanding their priorities is crucial in providing quality service. Based on LCPS policies, staff members are encouraged to communicate their ideas and concerns to the school board and to administrative staff. Prior to on-site visits, school division employees participated in comparison surveys provided by MGT of America, Inc. Exhibit 3-3 presents comparative findings regarding LCPS central office proficiencies.

EXHIBIT 3-3
SURVEY RESPONSES
WITHIN LANCASTER COUNTY PUBLIC SCHOOLS
REGARDING CENTRAL OFFICE PERSONNEL
2005–06 SCHOOL YEAR

SURVEY STATEMENTS	% GOOD OR EXCELLENT/ % FAIR OR POOR	
	ADMINISTRATORS/ PRINCIPALS	TEACHERS
The School Division Superintendent's work as the educational leader of Lancaster County Public Schools.	90/10	45/53
The School Division Superintendent's work as the chief administrator (manager) of Lancaster County Public Schools.	90/10	54/42
	% AGREE OR STRONGLY AGREE / % DISAGREE OR STRONGLY DISAGREE	
Most of LCPS administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	50/10	47/20
Central office administrators are responsive to school needs.	80/10	46/18
Central office administrators provide quality service to schools.	80/20	45/22
	ABOVE AVERAGE (A OR B)/ BELOW AVERAGE (D OR F)	
Grade given to the Lancaster County Public Schools central office administrators.	90/0	48/17

Source: MGT of America, LCPS Survey Results, 2005.

Understanding the link between the quality of education and transportation, food service, and school security, as well as purchasing, financial management, and all the other support activities of a division, is paramount to achieving significant improvements.

Exhibit 3-4 displays the opinions of LCPS administrators, teachers, and principals regarding school division/program functions.

EXHIBIT 3-4
SURVEY RESPONSES
LANCASTER COUNTY PUBLIC SCHOOLS
2005-06 SCHOOL YEAR

SCHOOL DIVISION/PROGRAM FUNCTION	(% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT) / (% ADEQUATE + OUTSTANDING)	
	ADMINISTRATORS/ PRINCIPALS	TEACHERS
a. Budgeting	50/40	65/27
b. Strategic planning	40/40	46/37
c. Curriculum planning	20/70	33/63
d. Financial management and accounting	50/40	40/39
e. Community relations	40/60	43/51
f. Program evaluation, research, and assessment	10/80	36/44
g. Instructional technology	60/40	58/41
h. Pupil accounting	10/50	24/51
i. Instructional coordination/supervision	10/80	22/72
j. Instructional support	10/80	35/60
k. Federal programs (e.g., Title I, Special Education) coordination	20/80	33/57
l. Personnel recruitment	30/70	28/41
m. Personnel selection	30/70	27/46
n. Personnel evaluation	20/80	31/59
o. Staff development	40/60	50/42
p. Data processing	50/40	21/45
q. Purchasing	50/50	35/42
r. Plant maintenance	60/40	29/40
s. Facilities planning	40/60	29/36
t. Transportation	20/80	26/55
u. Food service	50/40	38/48
v. Custodial services	50/50	26/70
w. Risk management	20/40	16/43
x. Administrative technology	30/70	20/41
y. Grants administration	40/50	22/34

Source: MGT of America, LCPS Survey Results, 2005.

Survey responses regarding how well HR manages recruitment, selection, evaluation of personnel, and staff development indicate that an average of 70 percent of administrators and principals feel these areas are managed effectively, while an average of only 47 percent of teachers share the same perception.

Meaningful employee feedback is key in assessing the strength of the school division, and provides data that can be turned into action. Although results from surveys are exclusively opinions of teachers, administrators, and principals, those responses suggest inconsistencies amongst employees regarding certain administrative functions and the delivery of services. Along with survey responses, MGT consultants received additional comments through on-site employee interviews and community focus group meetings, further emphasizing a need for improved communication throughout the school division.

RECOMMENDATION

Recommendation 3-2:

Develop and implement an online staff feedback survey to assist the Human Resource administrators in evaluating the nature and quality of their services as a way of promoting operational improvement.

LCPS must provide quality HR services to internal customers (staff members) as a way of ensuring that quality educational services are delivered to external customers (the students). Routine evaluation and feedback from staff members, students, parent, administrators, and community leaders should guide the school division in setting priorities and major goals. Many organizations conduct employee surveys regularly to gather data on a wide variety of topics including health and benefits, job satisfaction, employment applications, management perceptions, organizational culture, and retention factors. The Lancaster County Public Schools Human Resources function deserves recognition for doing well and guidance for doing better. By designing carefully constructed employee feedback surveys, asking the right questions, analyzing the results, and acting on the information received, LCPS should be able to develop goals and strategies for improvement of its HR services.

The survey should be implemented at the end of the 2005–06 school year.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

3.3   *Recruitment, Hiring, and Retention*

Research indicates that nearly half of the public schools in the United States are located in rural areas, and one quarter of the nation's children attend rural or small-town schools. School divisions already face critical teacher shortages, due at least partially to the highly qualified teacher provisions of the *No Child Left Behind* (NCLB) legislation, and attracting well-qualified teachers into rural areas complicates recruiting efforts.

Unfortunately, even when teachers choose rural education, unless the individual grew up in a rural environment, there may be notable cultural barriers to overcome such as:

- ■ limited opportunities for socializing with other people of similar ages and backgrounds;

■ falling victim to stereotypical prejudices by peers;

■ isolation from shopping areas and entertainment centers;

■ finding adequate and affordable housing; and

■ lower salaries than those in urban school divisions.

FINDING

Full- and part-time staff vacancies are posted in each division school and in the Lancaster County Public Schools central office. Job applications are available on the LCPS Web Site and through the central office. Typical job vacancies include the following information:

> **LOCATION**: Lancaster County is located on the Rappahannock River within a sixty-mile radius of Richmond, Williamsburg, and Newport News. It is known for its recreational opportunities including fishing, boating, and golfing. The community has become a desirable retirement area recognized for its high quality of living. The population totals approximately 11,000 people.
>
> **POSTING DATE**: September 23, 2005
>
> **SALARY**: (Teacher) $31,825 - $45,161 depending on experience. Supplements for advanced degrees: Master's, $2,000; Doctorate, $2,732. In addition, the School board pays the employee cost in full for state retirement and state-mandated life insurance and in part for health insurance. Other benefits include sick leave and personal leave.
>
> **LENGTH OF CONTRACT**:   200 days (10 months)
>   220 days (11 months)
>   249 days (12 months)
>
> **QUALIFICATIONS**:
>
> 1. Valid certification to meet state requirements with specific endorsement in the area to which assigned.
>
> 2. Evidence of fitness to teach or perform the duties for the position from the standpoint of health may be required from a qualified physician.
>
> 3. Applicants who have had teaching experience must have an acceptable rating for such teaching.

Persons seeking employment with LCPS are instructed to e-mail or send an application to the Assistant Superintendent. The Web site provides both e-mail and postal addresses. Persons applying for professional staff positions must meet either the requirements as stated in the Licensure Regulations for School Personnel adopted by the State Board of Education, or the requirements of section GCA of the LCPS policies that provides for state authorized three-year local licenses. Teachers and administrators must enter into written contracts with LCPS prior to beginning their new assignment.

Applications are screened for validity with regard to the position in question, and then qualified applicants are scheduled for an initial interview.

Substitute teachers are contracted through Kelly Educational Staffing. Substitutes from Kelly Staffing meet state and local certification requirements for any K-12 teaching situation in a public or private school. By using Kelly Educational Staffing, schools save valuable time and resources by eliminating the burden of recruiting, screening, interviewing, preparing, and scheduling substitute teachers.

All potential employees of the Commonwealth of Virginia must submit to a fingerprint-based criminal background check.

The LCPS HR function includes maintaining an online staff resignation report that tracks the following information:

- staff name;
- position being vacated;
- resignation letter;
- date exit interview sent;
- date exit interview received;
- new staff name; and
- date approved by the school board.

Since the beginning of the 2005–06 fiscal year, 29 employee positions have been vacated; 27 of these have been filled. Twenty-one vacancies were teaching positions, 10 from Lancaster High School, seven from the middle school, and four from the primary school. The number of teaching positions that had to be filled represents a turnover rate of around 18 percent, given that there are roughly 117 teachers in LCPS. Exhibit 3-5 displays survey responses regarding job satisfaction received from teachers, principals, and administrators.

EXHIBIT 3-5
LANCASTER COUNTY PUBLIC SCHOOLS
SURVEY RESPONSES
2005-06 SCHOOL YEAR

JOB SATISFACTION	% AGREE OR STRONGLY AGREE / % DISAGREE OR STRONGLY DISAGREE)	
	ADMINISTRATORS/ PRINCIPALS	TEACHERS
I am very satisfied with my job in Lancaster County Public Schools.	100/0	73/11
I plan to continue my career in Lancaster County Public Schools.	80/0	70/7
I am actively looking for a job outside of Lancaster County Public Schools.	0/90	10/71
I feel that my work is appreciated by my supervisor(s).	60/10	61/14
I feel that there is no future for me in Lancaster County Public Schools.	10/80	9/68

Source: MGT of America, LCPS Survey Results, 2005.

FINDING

Attracting the most qualified employees and matching them to the jobs for which they are best suited are important for the success of any school division. Many school divisions, including LCPS, are using the Internet to find top-quality job seekers. The objective of these Web sites is to serve as a common meeting ground for job seekers and employers, both locally and globally, where the candidates find the jobs that are right for them, and recruiters find the right candidates to fulfill their needs. The advantages in using online recruiting sites include:

- ability to tailor questionnaires to meet the exact needs of the school division;

- ability to search and respond to resume postings online;

- ability to monitor resume postings;

- ability to receive, sort, and shortlist online resumes;

- ability to send mass e-mail to candidates directly from the desktop; and

- opportunity to provide facts about the school division, community, culture, environment, and practices.

LCPS, like most small and rural school divisions, faces limited budgets for recruitment, and is in competition with other school divisions to ensure classrooms are staffed with qualified teachers. Traveling to multiple recruitment fairs can be quite expensive, whereas online recruitment sites require minimal fees, if any. Perhaps the most valuable advantage for Lancaster County Public Schools in using online recruiting is the ability to inform potential candidates about the culture and environment within the school division and surrounding community. Even the most talented, hardworking teacher will not thrive if the school environment is not a good fit for his or her personality.

Exhibit 3-6 provides an overview of Lancaster County Public Schools recruiting efforts for the current and past two school years.

Although LCPS staff take part in annual job fairs and employ online recruiting sites, the division has not been successful in attracting minority teachers and school administrators. Reflecting the view of some Lancaster residents on this issue, one parent at the community forum stated, "There are few minority teachers at the primary schools. Children need role models to help them see that they too can succeed. The school has no problem hiring aides or cafeteria workers from one minority group. Why not teachers?"

EXHIBIT 3-6
LANCASTER COUNTY PUBLIC SCHOOLS
JOB POSTING AND RECRUITMENT SITES
2004–05 AND 2005–06 SCHOOL YEARS

RECRUITMENT SITE	SIGNIFICANT INFORMATION
TEACHERS FOR TOMORROW http://www.doe.virginia.gov	Virginia's statewide program for recruiting high school students into the teaching profession. The goal of the Teachers for Tomorrow Program are: 1) To identify, train, and nurture high school students interested in a teaching career; 2) To support the efforts of Virginia's school divisions to meet hiring targets by cultivating an effective "grow your own" recruitment program; 3) To create a high school curricular experience designed to foster student interest, understanding, and appreciation of the teaching profession; and 4) To attract students to teaching in critical shortage and high needs areas of the state.
TEACH IN VIRGINIA http://www.teachinvirginia.org	Recruits outstanding individuals, both licensed and non-licensed, to teach in high-need subject areas for select public school divisions throughout the Commonwealth of Virginia. Candidates are given the opportunity to apply to several divisions at once, enabling school divisions to receive high-quality applicants.
TEACHERS-TEACHERS http://www.teachers-teachers.com	Teachers seeking teaching positions access the site and create an online resume with the help of *resume builder.* The resume is immediately posted online for schools across the country to view. If a school has an opening and is interested in a particular candidate, a notice is e-mailed with the school's cover letter and detailed information about the school and open teaching position.
TEACHERS @ WORK http://www.teachersatwork.com	A nationwide online database that matches the professional staffing needs of schools with teacher applicants who can fill those positions and provides an efficient and economical way to overcome the geographical limitations of recruitment, locating the most desirable teaching candidates.
THE GREAT VIRGINIA TEACH-IN Richmond, VA	The Great Virginia Teach-In is a recruiting and information fair designed for teachers considering a career move to Virginia, students enrolled in teacher preparation programs, liberal arts students considering teaching as a career, and professionals in other fields who dream of shaping the future as a classroom teacher.
REGION II RECRUITMENT FAIR King George, VA	Typically, candidates are recruited for the upcoming school year, with emphasis on filling teacher shortages in certain subject fields and in so-called hard-to-staff schools.

Source: Lancaster County Public Schools Postings/Recruitment, 2004–05, 2005–06, and 2006–07 School Years.

Aside from the normal challenges associated with recruiting qualified teachers into a rural area, minority teachers are in short supply. Shortages are especially acute in poorer schools and in certain subjects, such as math, Spanish, and special education. School districts are also having a difficult time hiring minority principals, partly because of aggressive recruiting by businesses that can offer two to three times the salary that schools can offer.

In LCPS, the Assistant Superintendent assumes responsibility for recruitment efforts, ensuring that all positions in the district are filled. In filling these positions, it is the intent of the division to ensure that competent and qualified people are hired to carry out the mission of the district, regardless of the person's race, religion, age, gender, ethnic background, or disability. This non-discrimination policy is found in section GB of the LCPS Policy Manual regarding Equal Employment Opportunity—Non-discrimination.

Public schools today must respond to an increasingly diverse student population. In 2000, Lancaster County's population was 69.9 percent Caucasian, 28.9 percent African American, and only 1.1 percent other races. Today, the LCPS student population is 45 percent Caucasian, and 53 percent African American, with Asian and Hispanic students accounting together for two percent. Currently, Lancaster County Public Schools' combined staff is 68 percent White and 32 percent African American. The school division employs around 117 teachers. Of that total, 106 are Caucasian, while 11 are African American. Exhibit 3-7 displays Lancaster County Public Schools 2005–06 student and staffing by ethnicity.

EXHIBIT 3-7
LANCASTER COUNTY PUBLIC SCHOOLS
STUDENT AND STAFF MEMBERSHIP
BY ETHNICITY AND JOB CLASSIFICATION
2005-06 SCHOOL YEAR

ETHNICITY	AMERICAN INDIAN	ASIAN	AFRICAN AMERICAN	HISPANIC	HAWAIIAN	CAUCASIAN
Students	0	12	770	9	0	649
Administrators	0	0	3	0	0	7
Teachers	0	0	11	0	0	106
Administrative	0	0	6	0	0	9
Professional/ Paraprofessional	0	0	22	0	0	18
Food Service/ Bus Drivers/ Custodial	0	0	39	0	0	34

Sources: Lancaster County Public School Division Staff Membership Report and Virginia DOE 2005-06 Fall Student Report.

RECOMMENDATION

Recommendation 3-3:

Intensify efforts to recruit qualified minority teachers and administrators.

Today, Lancaster County Public Schools are educating a more racially and culturally diverse population of students. By intensifying the recruitment of qualified minority teachers and administrators, LCPS can build a staff that more accurately reflects the ethnic composition of the school division. Racial inequality in public schools has always been an issue in our country. Consequently, the move toward an increasingly diverse work force has become a common goal for many school division administrators, who recognize the need for children of different races and backgrounds to have classroom

role models with the cultural understanding required to help them feel connected to school.

The federal government continues to support the recruitment of minority teachers through the Title II Eisenhower Math and Science Grant. Another initiative the school division should undertake is the inclusion of Historically Black Colleges and Universities (HBCU) in their on-site recruiting visits. There are over 100 HBCUs in the United States, several of which are in the Commonwealth of Virginia. Historically Black Colleges and Universities located in Virginia and West Virginia include:

- Hampton University, VA;
- Norfolk State University, VA;
- Virginia State University, VA;
- Virginia Union University, VA;
- Bluefield State University, WV; and
- West Virginia State College, WV.

HBCU institutions in other neighboring states such as Maryland and North Carolina are potential sources of minority teachers as well.

FISCAL IMPACT

This recommendation will require a greater recruitment effort. Additional advertising in a wider geographic area should include attending three regional HBCU recruiting fairs and three long-distance HBCU fairs to establish new contacts and additional sources of referral. HBCUs that host on-site recruitment events throughout the year include:

- Howard University – Washington, DC;
- Florida A&M University – Tallahassee, FL;
- Clark Atlanta University – Atlanta, GA; and
- North Carolina Central University – Fayetteville, NC.

The fiscal impact of such an expanded search effort is estimated at $7,000 per year, which is a five-year cost of $35,000. These estimates include all expenses related to travel, brochures that can inform recruits about the school division, and the use of the Internet services dedicated to minority recruiting.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Intensify Efforts to Recruit Qualified Minority Applicants for Job Openings	($7,000)	($7,000)	($7,000)	($7,000)	($7,000)

3.4   *Employee Compensation and Job Descriptions*

Although rural school divisions compensate their staff well, the salaries offered are often much lower than those in urban areas. This can be especially difficult for new teachers, who typically are facing student loans, car payments, and the cost of living independently. Realizing the difficulties in attracting teachers to rural schools, administrators in rural school divisions are making budgetary provisions to strengthen recruitment efforts. In order to attract and keep qualified personnel, a school division must offer competitive salaries and benefits.

When LCPS administrators, principals, and teachers were asked about salary levels in the MGT survey, the results were generally unfavorable. As shown in Exhibit 3-8, only 30 percent of the administrators and principals and 14 percent of the teachers *agree* or *strongly agree* that LCPS salary levels are competitive. With regard to the salary level being adequate for the level of work and experience, only 30 percent of the administrators and principals and 16 percent of the teachers *agree* or *strongly agree* that the level is adequate, whereas 50 percent of the administrators and principals and 63 percent of the teachers *disagree* or *strongly disagree* with this statement.

EXHIBIT 3-8
SURVEY RESPONSES
WITHIN LANCASTER COUNTY PUBLIC SCHOOLS

JOB SATISFACTION	% AGREE OR STRONGLY AGREE / % DISAGREE OR STRONGLY DISAGREE	
	ADMINISTRATORS/ PRINCIPALS	TEACHERS
1. Salary levels in Lancaster County Public Schools are competitive.	30/50	14/68
2. My salary level is adequate for my level of work and experience.	30/50	16/63

Source: MGT of America, LCPS Survey Results, 2005.

Lancaster County Public Schools provided data from the Virginia Education Association (VEA) Research Service annual salary surveys. These salary surveys provide comparison data to assess whether LCPS salaries are competitive with those of school divisions of similar composition. Exhibit 3-9 shows a comparison of peer division minimum and maximum base salaries for teachers. LCPS salaries were slightly below those of peer school divisions for the 2004–05 school year.

EXHIBIT 3-9
LANCASTER COUNTY PUBLIC SCHOOLS
BENCHMARK TEACHER SALARIES BY LOCALITY
2004–2005

SCHOOL DIVISION	MINIMUM	5 YRS	10 YRS	15 YRS	20 YRS	25 YRS	30 YRS
Lancaster County	**$30,876**	**$32,472**	**$34,555**	**$37,016**	**$39,722**	**$43,846**	**$43,846**
Amelia County	$32,000	$31,988	$34,707	$37,356	$40,395	$47,378	$50,183
Essex County	$35,000	$36,599	$39,427	$42,474	$45,757	$48,049	$48,049
Middlesex	$31,000	$32,245	$33,500	$35,588	$38,575	$42,276	$45,149
Northumberland County	$31,124	$32,540	$35,568	$37,170	$39,755	$46,665	$47,715
Richmond County	$32,345	$32,975	$34,295	$36,665	$40,835	$49,845	$49,845
Peer Averages	**$32,057**	**$33,136**	**$35,342**	**$37,711**	**$40,839**	**$46,343**	**$47,464**

Source: VEA Research Services, 2004 Salary Schedules for Teachers; Volume I Benchmarks and Rankings.

Exhibit 3-10 displays the 2005–06 peer comparisons for teachers with a bachelor's degree and 10 years of experience with LCPS.

EXHIBIT 3-10
LANCASTER COUNTY PUBLIC SCHOOLS
B.A. SALARIES FOR TEACHERS WITH 10 YEARS' EXPERIENCE
2005-2006

SCHOOL DIVISION	B.A. TEACHERS SALARIES WITH 10 YEARS' EXPERIENCE	RANK/VIRGINIA PUBLIC SCHOOLS
Lancaster County	**$35,592**	**91ST**
Amelia County	$35,748	86TH
Essex County	$36,659	69TH
Middlesex	$34,404	111TH
Northumberland County	$36,320	71ST
Richmond County	$35,650	88TH
Peer Division Averages	**$35,728**	

Source: VEA Research Services, 2005-06 Salary Schedules for Teachers; Volume I Benchmarks and Rankings.

Total compensation is a combination of base pay, incentives (bonus program and recognition awards), and benefits. LCPS offers a comprehensive package of benefits to their employees. The school division pays a portion of the medical and dental coverage options. For example, LCPS pays the total $323.90 of the premium for medical insurance for employees only. Additionally, LCPS offers a prescription drug supplement plan and Flexible Benefit Plan in which employees can participate, and there are life insurance options and long-term disability insurance that employees can purchase.

Exhibit 3-11 shows a comparison of peer divisions. LCPS rates slightly lower than peer divisions in shared costs for health insurance coverage.

EXHIBIT 3-11
LANCASTER COUNTY PUBLIC SCHOOLS
HEALTH INSURANCE COVERAGE – SCHOOL DIVISION SHARE OF COSTS
2004-2005

SCHOOL DIVISION	EMP. ONLY	%	EMP. AND CHILD	%	EMP. AND SPOUSE	%	FAMILY	%
Lancaster County	**$3,449**	**78.28**	**$5,687**	**47.47**	**$7,550**	**35.78**	**$10,533**	**25.63**
Amelia County	$4,284	87.11	$7,920	62.88	$7,920	62.88	$11,568	53.84
Essex County	$5,028	71.60	$6,850	52.55	$9,936	36.23	$10,722	33.58
Middlesex County	$4,008	59.88	$5,316	45.15	$6,990	34.33	$9,218	26.04
Northumberland County	$6,029	58.52	$8,205	43.00	$12,067	29.24	$13,121	26.89
Richmond County	$4,067	82.37	$6,100	61.00	$7,320	45.76	$10,574	31.68
Peer Averages	**$4,477**	**72.96**	**$6,679**	**52.00**	**$8,630**	**40.70**	**$10,956**	**32.94**

Source: VEA Research Services, 2004 Health Insurance Coverage – School Division Share of Costs.

RECOMMENDATION

Recommendation 3-4:

Analyze teacher salaries in relation to the competition and make adjustments as appropriate and as budgets allow.

Increasing teacher salaries should provide a means of attracting and retaining quality teachers, something that is gradually becoming a serious need for the division. In addition, increasing the annual supplements teachers receive to mirror their years of experience will give them added incentives to stay in LCPS. While the cost to increase current salaries would be significant, it is important to recognize that a high turnover rate is also very costly. The school board should assess all factors related to the issue, e.g., the true costs of raising salaries and supplements; the level of increases that are possible, given the budget; the costs of a high level of teacher turnover; the importance of retaining quality teachers; the number of quality teachers that are nearing retirement; the importance of increasing the number of minority teachers, etc. It would be desirable, as these deliberations take place, that the school board include one or more members of the board of supervisors in the discussions as a way of keeping them informed of the division's needs and helping them understand the rationale for increasing teacher salaries, should that be the decision reached by the school board.

FISCAL IMPACT

The recommended analysis can be performed with existing resources. Depending upon the outcome of the analysis, the costs could be very significant. In fact, the possible costs range from no incurred expense, should it be decided that salary increases are not manageable, to $400,000 or more, depending upon the level of increase judged to be appropriate. For example, giving an increase of $2,000 to each teacher would cost about $292,500. That total is based on the approximate number of teachers (117) times $2,000, yielding a total of $234,000, plus the cost of benefits at 25 percent ($58,500).

In order for LCPS to achieve its mission and goals, it should adjust salaries. It will be up to the school board to determine if that can be done and if so, by what amount.

FINDING

Managing employee performance involves setting goals, making certain that expectations are clear, and providing frequent feedback to the employee prior to the annual performance evaluation. It is important that job descriptions be specific, clearly defining the job function, required skills, deadlines, and goals, and delineating expectations for the employee's relations with peers and customers. In addition to providing employees with information regarding specific duties and responsibilities, job descriptions serve as a basis for annual performance evaluations. Further, job descriptions are increasingly used to defend workers' compensation and civil lawsuits.

LCPS HR personnel are responsible for preparing, revising, and maintaining job descriptions for approximately 255 employees. MGT consultants found LCPS job descriptions to be objective and clearly written, with well-defined expectations for the job position. Job descriptions are all formatted, with date of creation and subsequent

revision dates, and each job description exhibits a job index code identified by board policy.

The following information is provided in LCPS job descriptions:

- title;
- primary function;
- qualifications;
- supervisor;
- performance responsibilities;
- terms of employment;
- evaluation;
- date approved by school board; and
- revision dates.

Primary Function: brief description for what the job entails.

Qualifications: Requirements for the position are clearly stated and include education, interpersonal skills, and years of previous experience, and each job description requires an "*Ability to maintain a good working relationship with other employees.*"

Performance Responsibilities: Expectations are detailed, and categorized based on the degree of responsibilities of the job. The following are some of the categories that may be included: 1) School Board Relations, 2) Instructional Leadership, 3) Personnel Management, 4) Fiscal Responsibilities, 5) Community/Public Relations, and 6) Personal Characteristics.

Terms of Employment: Terms as per contract and school board policies and regulations.

Job evaluations in Lancaster County Public Schools are written to reflect an accurate assessment of the employee's performance. Each evaluation specifies whether it is for administrative or support staff, and includes the title of the job position being evaluated. The LCPS performance evaluation process involves an assessment of:

- ability to meet the expectations of responsibilities;

- success in completing professional and personal development goals; and

- ability to implement the mission, goals, and objectives of the school division.

Included in the job evaluation is a summative evaluation form, which is based upon evidence, gathered through goal setting, observation, client surveys, and other appropriate sources, of how well an employee meets the expectations and responsibilities of his or her position. Employees are rated on a five-point scale, with five as exceptional, and one as unacceptable. Ratings of unacceptable, needs improvement, or exceeds expectations require written comments from the evaluator. Responsibilities and expectations in the evaluation process correlate directly with the responsibilities stated in job descriptions.

COMMENDATION

Lancaster County Public Schools' job descriptions and performance evaluations provide a collection of tasks and expectations that the employee is responsible for fulfilling, and is written in a manner that the employee's performance can effectively be measured.

3.5   *Teacher Certification and Professional Development*

All professional employees of public schools must hold a license for the subject or grade level they teach or for the professional assignment they hold.

In June 1995, the Commonwealth of Virginia Board of Education adopted the new Standards of Learning (SOL), which set targets and expectations for what teachers should be teaching and what students should be learning. With these new guidelines, it was necessary to institute personnel licensure regulations aligned with SOL in order to maintain high standards of professional competence.

Teachers in the Commonwealth of Virginia are licensed with the Virginia Department of Education (VDOE). The department issues the following seven types of licenses for school personnel:

- collegiate professional;
- postgraduate professional;
- technical professional;
- provisional;
- special educational conditional;
- pupil personnel services; and
- divisional superintendent.

Licenses are effective from July 1 of the school year in which the application for a license is made. The collegiate professional license, postgraduate professional license, technical professional license, pupil personnel services license, and divisional superintendent license are valid for five years and may be renewed prior to the end of the fifth school year. To renew a license, 180 professional development points must be completed. These may be earned from any of a variety of activities outlined in *8 Virginia Administrative Code (VAC) 20-21-100* (e.g., college credit, professional conference, peer observations, educational travel, curriculum development, or publication of an article or book).

Increasingly, school division administrators are recognizing the benefits of establishing staff development programs for non-teaching personnel. In addition to developing employee skills, enhancing productivity and quality of work, training improves morale and increases loyalty to the division.

As shown in Exhibit 3-12, LCPS administrators and principals are generally more positive than teachers regarding staff development opportunities in the school division.

EXHIBIT 3-12
COMPARISON SURVEY RESPONSES
LANCASTER COUNTY PUBLIC SCHOOLS
2005-06 SCHOOL YEAR

	% GOOD OR EXCELLENT / % FAIR OR POOR	
STAFF DEVELOPMENT	**ADMINISTRATORS AND PRINCIPALS**	**TEACHERS**
Staff development opportunities provided by Lancaster County Public Schools for teachers.	80/10	33/62
Staff development opportunities provided by Lancaster County Public Schools for school administrators.	80/20	27/20
	% AGREES OR STRONGLY AGREES/ % DISAGREES OR STRONGLY DISAGREES	
The school division provides adequate technology-related staff development	80/20	44/31

Source: MGT of America, LCPS Survey Results, 2005.

FINDING

Staff development in LCPS benefits the teachers and administrators; however, training for classified employees was not observable. The following list presents a sampling of staff development opportunities for the 2004–05 and current school years.

- Effective School-Wide Discipline;
- Steps to Guided Reading;
- Assessing Principals as Instructional Leaders;
- Virginia Grade Level Assessment (VGLA) Training;
- *No Child Left Behind* (NCLB);
- Individuals With Disabilities Education Act (IDEA) Workshop;
- The Individualized Education Program (IEP) Process;
- Standards of Learning (SOL) Workshops and EXPO; and
- Administrative Professional Conference.

One key element in motivating and retaining employees is the opportunity to continue to expand job and career development skills. In LCPS, the Assistant Superintendent is responsible for teacher certification and licensure renewal, along with administering a division-wide program of instructional supervision.

The Assistant Superintendent ensures that all newly hired teachers are licensed or taking the necessary steps toward licensure. Teachers in LCPS receive routine guidance in choosing courses to satisfy the licensure renewal or add-on requirements and are provided information from the Virginia Department of Education regarding licensure changes.

RECOMMENDATION

Recommendation 3-5:

Organize and direct a wide range of training activities to increase staff development for classified, administrative, and paraprofessional employees.

LCPS administrators should encourage staff members to take courses specific to their current jobs, along with courses to improve or secure overall skills and knowledge. The purpose of the staff development program should serve all departments in the division to develop a mission and purpose for professional development of all employees. This function should be expanded to include development of classified and administrative staff.

Diversity Training – Several state laws either require or encourage public school divisions to incorporate aspects of diversity-related information in their instructional programs for students and in professional development and inservice programs for teachers. In addition, state law requires school boards to consider diversity when assessing textbooks and instructional materials and makes diversity a component of state teacher preparation programs. Some of the diversity training laws are voluntary, merely giving local school boards the option to provide training on specific topics in school curricula and teacher professional development programs.

Playground Safety Training – Intended to provide training and awareness for individuals involved with children during recess and school breaks. Such courses give insight on examining the playground for possible safety hazards. Knowledgeable supervision on the playground can help ensure safety and reduce accidents. According to the National Program for Playground Safety, the majority of injuries to children ages five to 14 years happening in school environments occur in playgrounds, and over 40 percent of these injuries are related to inadequate supervision. Approximately nine to 17 children die each year in playground equipment-related accidents—47 percent from strangulation and 31 percent from falls. Public playground injuries account for approximately 70 percent of all injuries. The leading contributing factor in injuries is falls to hard surfaces.

School Nutrition Training – Intended to train school nutrition professionals to build accountable, healthy school nutrition environments that promote students' nutritional well-being and academic achievement.

School Bus Safety Training – Provides tips on avoiding tragic situations and managing student behavior.

Forklift Training – Provides a wide range of techniques for training forklift operators and, once implemented, assures that the school/company complies with federal and state OSHA requirements.

Administrative and Paraprofessional Training – Staff development courses may include:

- time management;
- project management;

- telephone skills;
- customer service skills;
- skills for dealing with difficult people; and
- interviewing techniques.

Additional professional development subject matter that covers a wide range of employees may include:

- team building skills;
- workplace violence;
- child abuse prevention;
- conflict resolution techniques;
- working with difficult people;
- leadership training; and
- negotiation skills for recruiting.

This recommendation should be implemented by the beginning of the 2006–07 school year.

FISCAL IMPACT

The fiscal impact cannot be determined because it is not known which courses may be offered to classified and administrative staff. If a course were offered that could not be taught by LCPS, there would be a cost to the division.

FINDING

With staff training, LCPS employee's must track and record training activities and ensure that substitutes are available during the employee's leave for professional development. Staff development activities must be communicated to the Business Manager to allow for travel expenses, absences, and other fees and expenses related to training. The school division must also credit the employee for training and workshop hours since the training may relate to teacher licensure, result from employee evaluations, or involve teachers hired on probationary status.

Exhibit 3-13 displays the LCPS form used for staff development and student field trips.

Lancaster County Public Schools developed an informative, well-written *Request for Professional Leave* form used for staff development. The format is simple, yet informative, providing the Assistant Superintendent and Business Manager with criteria necessary for maintaining efficient training records. Signatures are required from the employee, immediate supervisor, and Assistant Superintendent. The process for submitting the request is clearly stated, and includes a section for teacher recertification. For staff development away from the school division, guidelines for travel, meals, and lodging allowances also are included on the form.

COMMENDATION

Lancaster County Public Schools is commended for developing an informative, well-written document/database to monitor staff development.

EXHIBIT 3-13
PROFESSIONAL LEAVE REQUEST FORM

LANCASTER COUNTY PUBLIC SCHOOLS
Kilmarnock, Virginia 22482
Request for Professional Leave

I am requesting approval for professional leave as indicated below:

Employee: | Jane Doe

Title or Description of Activity: | Strategies to Improve Mathematics Instruction and Achievement in 4th/5th Grade Students

Place of Activity: | Lancaster Middle School Conference Room

Date(s) of Leave | November 13, 2005 | Substitute required?

If yes, for which dates | November 13, 2005 | Yes

Estimate of Expenses

Travel @ $0.25 per mile X | Yes | miles | =

Lodging | N/A | days X $

Meals (not to exceed $30.00/day)

Other Expenses: | N/A

Total Cost

| N/A |
| N/A |
| Provided by the Principal |
| N/A |
| N/A |
| N/A |

Note:
1. This form is to be submitted to the Central Office
2. Request must be submitted at least three weeks prior to the leave date(s) requested.
3. Please attach a copy of the activity schedule with request.
4. Actual expenses will not be approved in excess of this estimate.
5. If more than one staff member is attending the same activity, travel will be approved with the assumption that travel will be shared.

| Date | Signature of Employee |
| 10/22/05 | **Jane Doe** |

Date	Signature of Employee
10/25/05	**Middle School Principal**
Date	Signature of Immediate Supervisor

I | Do | recommend that this request be approved

| November 6, 2005 | **Assistant Superintendent** |
| Date | Signature of Assistant Superintendent |

Approved ☐   Disapproved ☐

Is this leave for recertification points ☐   How many points? ____   (Attach agenda) Which option? ☐

| November 6, 2005 | **Assistant Superintendent** |

Date   Signature of Assistant Superintendent ☐ Approval ☐ Disapproval

CC: Business Manager, Central Office Employee File, Employee

Source: Lancaster County Public Schools.

4.0   FINANCIAL MANAGEMENT

4.0 FINANCIAL MANAGEMENT

This chapter presents the findings, commendations, and recommendations for the financial management of Lancaster County Public Schools (LCPS). The major sections of the chapter include:

4.1   Organization and Management
4.2   Budgeting and Accounting
4.3   Asset and Risk Management
4.4   School Activity Funds

CHAPTER SUMMARY

The business and finance operations of Lancaster County Public Schools are handled primarily by the Superintendent, Business Manager, and Financial Secretary. This chapter identifies several division practices that could serve as best practice examples for other Virginia school divisions. Features of LCPS's business operations that deserve commendations include:

- the use of mandatory direct deposit;

- the detailed budget processes used to develop the annual budget; and

- the coordination of budgeting and planning for capital improvements and technology investments.

The review team found the use of a division-wide insurance committee to be another best practice, and that LCPS provides a model for other school divisions in the process of accounting for its textbooks.

The recommendations contained in this chapter focus on improving the accountability and reliability of the division's business functions. With the growing complexity of school division finances over the past several years, the division is in need of restructuring its business functions. Chapter 2.0 Division Administration, contains a recommendation for downgrading the current Business Manager position to a Finance Clerk position and hiring an Executive Director of Business who has a degree in finance or accounting. This recommendation can be best implemented upon the retirement of the incumbent Business Manager.

Recommendations in this chapter include:

- using the central office secretaries as additional coverage for critical accounting functions such as payroll;

- improving the communication of the division's goals and objectives by developing a comprehensive budget document;

- increasing the budget authority of school principals;

- developing and implementing a formal risk management program; and

- improving oversight of school activity fund accounting.

4.1 *Organization and Management*

Exhibit 4-1 shows the organization of the division's business functions. As illustrated, the division has two positions that handle all the finance and accounting functions. A Business Manager handles the responsibilities of payroll, general ledger accounting and property, casualty, liability, and workers' compensation insurance; in addition, this position serves as the clerk of the school board. The individual currently holding the position of Business Manager has been employed in LCPS since 1984 and started out as a school bookkeeper. This individual has held the Business Manager position for the past 15 years.

The Finance Secretary, who has been in her position for the past five years, is primarily responsible for entering purchase orders into the accounting system and paying the division's vendors. Efforts are now under way for the Finance Secretary to cross-train in the processing of payroll to serve as backup for the Business Manager.

The Superintendent plays an integral role in the budget development process. The Superintendent prepares an annual budget calendar that the division follows in preparing and submitting budgets. After principals and department heads complete their initial budget requests, the Superintendent analyzes requests, discusses priorities with each budget holder, and prepares a budget to be presented to the school board.

EXHIBIT 4-1
THE LANCASTER COUNTY PUBLIC SCHOOLS BUSINESS FUNCTIONS
CURRENT ORGANIZATIONAL STRUCTURE

Superintendent

Business Manager

Finance Secretary
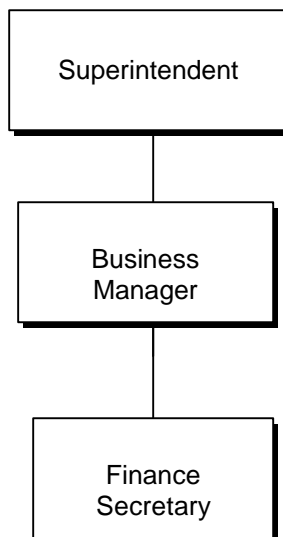
Source: LCPS Business Office, November 2005.

Recommendation 2-5 in Chapter 2.0, Division Administration, provides MGT's suggested way of improving the support of the finance function in LCPS.

4.2   *Budgeting and Accounting*

LCPS receives its funding through a variety of state, federal, and local sources. Exhibit 4-2 shows the division's primary revenue sources. As illustrated, local funds provided by the county account for almost 61 percent of the division's revenues, while state education allotments account for almost 21 percent, and state sales tax, construction, and lottery funds provide almost 12 percent of LCPS revenues. Federal funding represents over 6 percent of revenues.

EXHIBIT 4-2
LANCASTER COUNTY PUBLIC SCHOOLS 2005–06 BUDGET
REVENUES BY SOURCE
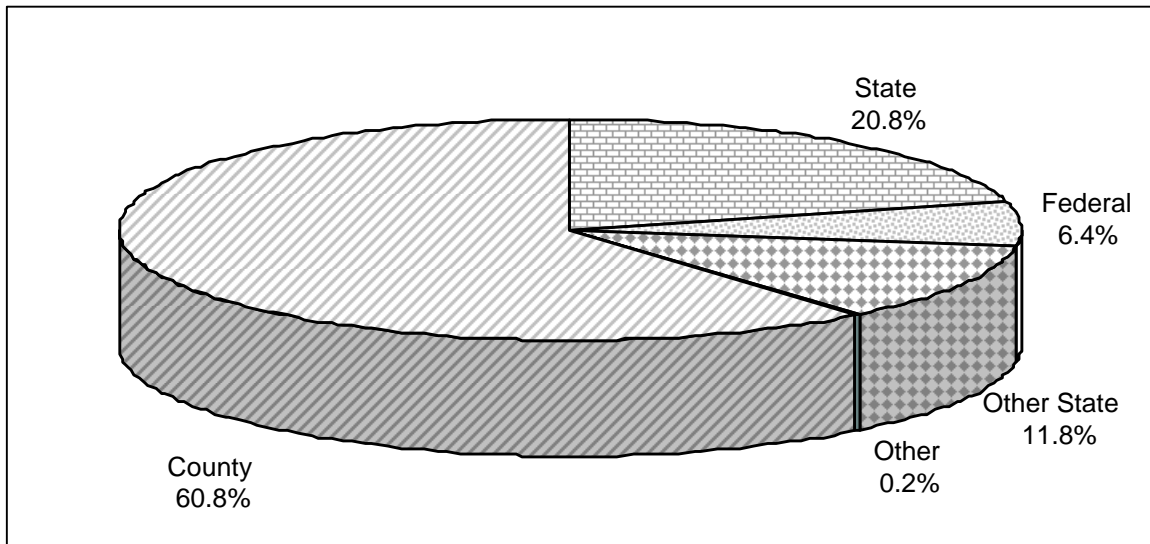
Source: Lancaster County School Board Budget, 2005–06.

LCPS's 2005–06 budget amounts to slightly over $13 million. Exhibit 4-3 shows a breakdown of LCPS's 2005–06 budgeted expenditures. As indicated, a significant percent of the division's annual expenditures are dedicated to instruction. For the 2005–06 fiscal year, over 76 percent of budgeted expenditures support instruction.

EXHIBIT 4-3
LANCASTER COUNTY PUBLIC SCHOOLS 2005–06 BUDGET
EXPENDITURES BY FUNCTION

| EXPENDITURE CATEGORY	AMOUNT	PERCENT OF TOTAL
Instruction	$ 9,959,734	76.5%
Administration	531,878	4.1%
Transportation	901,696	6.9%
Operations & Maintenance	1,183,872	9.1%
Capital Improvements	-	0.0%
Debt Services	443,590	3.4%
Total Expenditures	**$13,020,770**	**100.0%**

Source: Lancaster County School Board Budget, 2005–06.

The school division's budget challenges include declining enrollment coupled with high property values. State funding provided to school divisions is in part determined by the number of students. For divisions such as LCPS that are experiencing declining enrollments, this means that state funding can be reduced during a school year if enrollment declines between September and March. This places a degree of uncertainty in the divisions planned budgeting and planning process.

Even though property values in Lancaster County are relatively high, meaning that the division receives proportionately less revenue from the Commonwealth, the division's percentage of economically disadvantaged students is over 50 percent. A high number of economically disadvantaged students generally places significant strains on school budgets.

Exhibit 4-4 shows LCPS total budgeted revenues from 2000–01 through 2005–06 as compared to the county's percentage contribution to the division's budget. As illustrated, the relative percentage contributed by the county has varied over this time period, peaking in 2004–05 at almost 63 percent. The level of county funding decreased during 2005–06 to less than 61 percent.

EXHIBIT 4-4
COUNTY REVENUES AS A PERCENTAGE OF TOTAL REVENUES
2000–01 THROUGH 2005–06
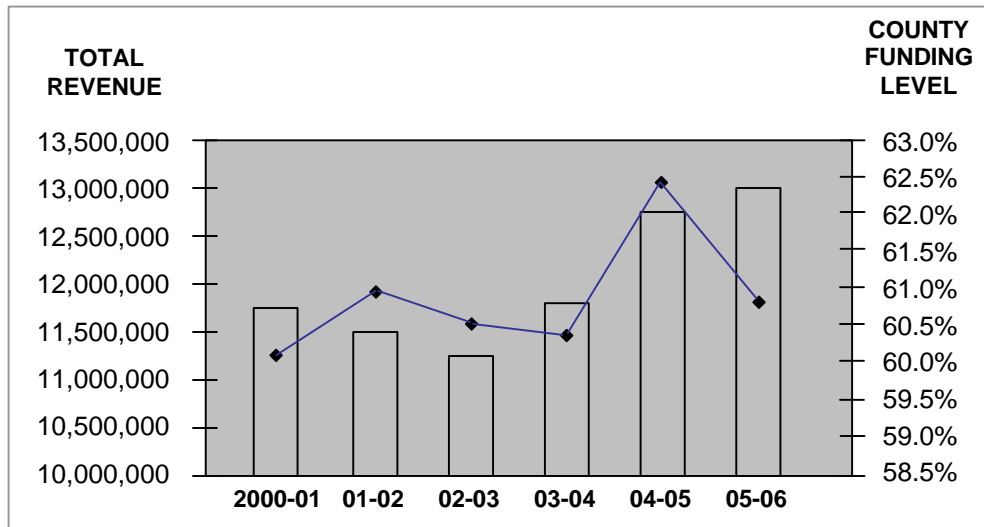
Source: Lancaster County School Board Budgets, 2000–01 through 2005–06.

FINDING

LCPS has a direct deposit policy for its regular employees, requiring that monthly paychecks be electronically deposited in employee bank accounts rather than being issued by the division.

Studies have shown that organizations that use direct deposit effect not only cost savings from the elimination of check stock and reduced processing fees, but efficiency savings as well. For instance, the National Automated Clearinghouse Association (NACHA) - The Electronic Payments Association, states the benefits of direct deposit as:

- there are fewer checks to print and store;

- facsimile signature security isn't necessary with direct deposit since no signatures are required;

- lost and stolen checks are eliminated;

- financial institution service charges are reduced; typically, it costs more to process a paper check through an entity's bank account than it does to process a direct deposit transaction;

- the potential for errors is reduced because direct deposit requires less manual handling than a check;

- account reconciliation is simplified;

- fraud is reduced because there is less potential for counterfeit checks, stolen checks or signature plates, altered amounts, and forged signatures;

- problems with direct deposit are very rare; the chance of having a problem with a check is 20 times greater than with direct deposit;

- administration costs can be lowered due to the elimination of manual check preparation;

- organizations report savings of more than 40 cents in processing costs for each paper check converted to direct deposit;

- direct deposit adds one more incentive to competitively attract employees; and

- productivity can be increased due to employees spending less time away from work to cash or deposit a payroll check.

Though the monetary savings to LCPS in using mandatory direct deposit have been small, the most significant benefits experienced by the division have been greater asset protection and operating efficiencies.

COMMENDATION

Lancaster County Public Schools is commended for its mandatory direct deposit policy for paying its employees.

FINDING

The Superintendent issues a budget packet each year to key staff informing them of the upcoming budget process. The budget packet for the division's upcoming budget cycle is typically issued in mid-November each year and contains detailed instructions for budget preparation. Exhibit 4-5 shows a typical budget cycle for the division.

In addition to the budget process timeline, the budget packet provides detailed instructions on how to prepare and submit departmental and school budgets, what tasks need to be accomplished, and who is responsible for each task. Each person assigned responsibility for a budget is to complete a budget request form, submit it to the Superintendent, and schedule a meeting to discuss his or her respective budget.

Instructions included in the budget packet provide line item account descriptions, how certain needs must be budgeted, and how to coordinate on capital improvements and technology needs.

COMMENDATION

The Superintendent is commended for providing detailed budget instructions to budget managers.

EXHIBIT 4-5
LANCASTER COUNTY PUBLIC SCHOOLS BUDGET CYCLE
NOVEMBER 2004

TASK	TIME FRAME
Obtain input from schools, community, board members	November through December
Submit administrative budgets to Superintendent	December
Schedule budget work sessions	January
Meet individually with administrators to discuss budgets	January
Submit draft budget to school board	February
Hold budget work sessions	February
Hold public budget hearing and approve budget	March
Revise budget based on board changes	March
Submit budget to board of supervisors	March

Source: Administrative Memo, *Budget Development Process*, November 11, 2004.

FINDING

The LCPS budget process includes processes for coordinating and consolidating certain budgetary needs. For example, principals and department heads are required to prepare their individual school or department budgets based on input from their school improvement teams or departmental employees. Budget items relating to transportation, operations and maintenance, and capital outlay are to be discussed with the Director of Transportation and Maintenance. All grant, federal, and special program budgets are coordinated by the Director of Federal Programs, and technology needs are coordinated by the Technology Coordinator.

This process provides an opportunity for principals and department heads to discuss technology or capital improvement needs with the directors responsible for coordinating the budgets for these items.

COMMENDATION

Lancaster County Public Schools is commended for providing good coordination in its budget preparation processes.

FINDING

LCPS accounting operations do not have adequate controls over some processes. Two key issues regarding internal controls were identified during our on-site review.

First, cross-training for the payroll function is not adequate. The Business Manager is responsible for performing the payroll process, and though it is a division goal to have the Finance Secretary cross-trained in this function, efforts to that end have stalled due to the workload demands of the division's accounting functions. This places the division at risk of missing its payroll deadlines if something were to happen to the Business Manager and she were unable to perform her payroll responsibilities.

Secondly, the review team observed that open boxes of blank check stock were stored on the floor of the Finance Secretary's office. This is a dangerous practice because it allows anyone to take a check. Blank checks must be kept under lock and key at all times.

RECOMMENDATION

Recommendation 4-1:

Improve internal controls in the division's business office by cross-training employees and locking up valuables such as blank check stock.

Instead of training the Finance Secretary to serve as payroll backup, the division should instead cross-train someone in a central secretarial position. This would alleviate some of the pressure on the business office staff, while simultaneously ensuring that the division would be able to function if something were to happen to an employee.

In addition, the division should improve its internal controls by reviewing all areas of the business office to ensure that check stock, signature plates, keys, computer passwords, and other sensitive items are locked up and kept out of sight.

FISCAL IMPACT

There is no fiscal impact associated with this recommendation.

FINDING

The LCPS budget document does not convey the information necessary to enable the school board or the county's board of supervisors to make informed decisions. The annual budget presented to the school board, for instance, contains average daily membership numbers, prior year approved budgets by line item, current year budget, and the variance between the years. The budget does not, however, provide an overview of how the budget was prepared or the goals and assumptions used to prepare it, nor does it contain summary information or a discussion of significant issues and changes from previous periods.

LCPS policy DB (Annual Budget) states that "The annual budget is the financial outline of the division's education program. It presents a proposed plan of expenditures and the expected means of financing those expenditures. After adoption, it provides the primary means of managing expenditures."

Interviews with division staff, school board members, and members of the board of supervisors indicate that there is a degree of conflict between the county and the school

division. Due to the nature of local government operations, some conflict is to be expected in such relationships. However, the conflict between the two entities seems to be more than just minor. Some people interviewed cited misunderstandings surrounding the budgeting process—since county and school division operations are so different—as one factor contributing to the strained relations between the two entities. During the community forum, a local resident commented on this issue by saying, "Budget forecasting must be accurate to preserve taxpayer confidence."

An entity's budget is one of its most important documents in that it conveys the entity's priorities and goals through monetary needs. The budget is the document that an entity uses to convey its needs to decision makers, and it is the document that decision makers and stakeholders can use to hold the entity accountable. Without such a document, the board of supervisors has no way to determine the priorities of school operations nor to hold the division accountable for its operations.

The Government Finance Officers' Association (GFOA) is a professional association of state/provincial and local finance officers in the United States and Canada, and has served the public finance profession since 1906. GFOA membership includes individuals whose careers involve government financial management. GFOA has produced a set of best practice guidelines for the budget process. In its online publication *Improving the Budget Process* GFOA states:

> *Governments allocate scarce resources to programs and services through the budget process. As a result, it is one of the most important activities undertaken by governments.*

The National Advisory Council on State and Local Budgeting (NACSLB) is an organization that was created to provide and promote the use of tools for governments to improve their budgeting processes. NACSLB has developed a framework to provide guidance to government officials in the development of their budgets.

NACSLB's framework for budgeting practices includes 12 elements to assist budget managers to achieve improvement in the budgeting practice. Element 10, *Make Choices Necessary to Adopt a Budget*, includes a step for presenting the budget in a clear, easy-to-use format. Exhibit 4-6 summarizes the items that NACSLB recommends for inclusion in a budget document to make it understandable to decision-makers and stakeholders.

NACSLB elaborates further by saying that budgets should be presented in a consistent format, with high-level summary information that describes overall funding sources and the organization as a whole. In addition, budgets should contain descriptions of the overall planning and budgeting process and the interrelationships of the various processes used in preparing the budget.

Best practices research identified local government budgets that present information in clear and concise ways. These best practice examples include El Paso County, Colorado (http://www.elpasoco.com/pdf/2005_budget_book.pdf) and the City of St. Charles, Illinois (http://www.ci.st-charles.il.us/departments/cdd/tableofcontents.html).

RECOMMENDATION

Recommendation 4-2:

Develop a budget format that provides both detailed and summary information for decision-makers.

A more user-friendly budget document is one way that LCPS should communicate not only to the board of supervisors, but also to the community, the challenges and needs of the division.

EXHIBIT 4-6
RECOMMENDED BUDGET DOCUMENT CONTENTS

- **Table of Contents**

- **Introduction**

  - Superintendent's message
  - statement of school division goals
  - information regarding the Strategic Plan
  - organizational chart
  - overview of the school division and the services provided
  - student population trends

- **Budgetary Process**

  - overview of the budget process
  - calendar for budget development
  - board policies as they relate to the budget process
  - detailed explanation of state funding formulas

Source: *National Advisory Council on State and Local Budgeting Practices*, Copyright 1998, page 38; available at http://www.co.larimer.co.us/budget/budget_practices.pdf.

LCPS should provide a document that the county can use to monitor and assess division operations.

FISCAL IMPACT

There is no fiscal impact associated with this recommendation.

FINDING

Budget managers in LCPS such as principals and department heads do not have adequate authority over the use of their approved budgets. For instance, even though principals and department heads have input into the planning and budgeting process, they do not have the full autonomy to expand their funds in accordance with their approved budgets. The reason for this is that, due to the division's tight financial

situation and the risk of reduced revenues in the event of declining enrollments, the Superintendent must keep close track of expenditures and reduce spending if necessary.

This practice hinders the educational service delivery in the division. Even though principals are responsible for developing and delivering programs or services and for making improvements, they do not have the authority to use their budgeted funds for the purposes for which they were approved. Further, school budgets are frozen around mid-August, requiring that all purchases for the remainder of the school year be made by this cut-off date.

To exacerbate this problem, principals are not provided with budget or expenditure reports. As a result, principals keep manual records of what they have spent so that they will know how much of their budget is left to use. Manual reports are inefficient and are not always accurate because the central office may allocate an expense to a school's budget without informing the principal.

RECOMMENDATION

Recommendation 4-3:

Implement a budgetary system that promotes accountability and allows principals and department heads to spend their approved budgets as they see fit.

If budget managers are to be held fully accountable for the employees and the programs that they oversee, they must have the related authority to spend funds as they deem appropriate. Contingency planning allows budget holders to have a "guaranteed" minimum budget. Then if revenues decline, budget managers are not forced to alter plans mid-way through a budget year.

FISCAL IMPACT

There is no fiscal impact associated with this recommendation.

4.3   *Asset and Risk Management*

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

Risk management functions in LCPS are handled by a variety of individuals in the division including the Business Manager and the Director of Operations and Transportation. The Business Manager is primarily responsible for coordinating the procurement of insurance coverage for division property, workers' compensation, employee health insurance, liability, and casualty. The Director of Transportation and

Maintenance oversees safety issues and ensures that employees are properly trained in safety and health risks and are equipped with proper equipment and tools.

LCPS participates in the Virginia School Board Association property and casualty pool for its insurance coverage. The pool provides the division with liability, property, and fidelity insurance coverage. For the 2005–06 policy period, the division paid $60,685 in premiums to the pool.

The division obtains its workers' compensation insurance coverage through the Virginia Municipal Group Self Insurance Association. For the period of 2000 through 2005, the division reported 55 incidents/accidents, incurring a total of $174,625 in associated medical, indemnity, and legal expenses.

LCPS School Board policy DG (Custody and Disbursement of School Funds) requires the following:

> *All public money, except money generated by school activities…must be deposited with the Lancaster County Treasurer, who shall be in charge of the receipts, custody and disbursement of School Board funds. Checks must be drawn on the School Board account by the Lancaster County Treasurer…*

The responsibility of protecting the school division's cash assets thus lies with the County Treasurer.

FINDING

LCPS uses an insurance committee to evaluate employee health insurance coverage and decide on which policies to purchase and at what level benefits should be offered to employees. The committee is made up of cafeteria workers, custodians, bus drivers, two school-based employees, the Business Manager, and the Superintendent. The division uses an insurance consultant who informs the committee of current changes in employee health insurance issues and proposes the amount that the division should contribute towards employee insurance premiums.

With the skyrocketing costs of medical expenses and health insurance, many organizations, not just school systems, are facing important decisions that they never faced in the past, often resulting in reductions in benefits to employees. Because of the effect that employee health insurance has on both the school division's budget and on employees, the committee process is a good way to make difficult decisions and to allow employees throughout the organization to weigh in on these decisions.

COMMENDATION

Lancaster County Public Schools is commended for using an insurance committee to provide input into the selection of employee health insurance.

FINDING

LCPS schools are required to replace lost or stolen textbooks out of their school's general funds. This process places the responsibility for accounting for textbooks at the school level, where it can be most closely monitored.

LCPS schools take monthly inventories of their textbooks. For textbooks that are missing or damaged, the schools send letters to parents notifying them of the cost of the textbook and requesting reimbursement.

Although Virginia schools have little leverage to collect funds from parents for lost or damaged textbooks, counting books frequently, and notifying parents immediately has been shown to increase the likelihood of either finding lost books or collecting the money to purchase replacement books.

COMMENDATION

Lancaster County Public Schools is commended for its efforts to ensure accountability for the custody of its textbooks.

FINDING

The Director of Transportation and Maintenance has taken steps to identify and ameliorate risks. These steps have included decreasing the amount of weight that custodians are required to lift and purchasing push carts to move equipment and supplies around school grounds, so that division employees are less likely to injure themselves in performing their job duties. In addition, obtaining professional-grade equipment for custodial staff has resulted in staff performing their job duties more efficiently and more safely. Installing carpet runners in areas where employees are likely to fall has also reduced the number of slip and fall injuries reported.

COMMENDATION

Lancaster County Public Schools is commended for the steps it has taken to improve employee safety and reduce on-the-job injuries.

FINDING

LCPS does not have a formal risk management process, nor does it have formal risk management policies. While there is some level of coordination between the Business Manager and the Director of Transportation and Maintenance regarding insurance coverage and identifying property to be covered, no formal risk assessments take place, and there is no formal risk management training.

Effective risk management programs are becoming more and more important as medical costs increase, as the work place becomes more complicated and hazardous, and as society, in general, becomes more litigious. Small organizations such as LCPS are not insulated from the risk of loss; in fact, it is just as important, if not more so, for small organizations to implement effective risk management programs.

Risk management is the process by which organizations establish risk management goals and objectives, assess and monitor risks, and select and implement measures to

address risks in an organized and coordinated way. Managing risk should include light duty programs, so that injured workers can return to work as soon as possible. Risk management also incorporates disaster recovery planning, so that important functions such as payroll can be performed even in the event of a major disaster.

The review team identified a best practice for risk management in Chesterfield County, Virginia. Although Chesterfield County is fairly large, its approach to risk management can be employed in much smaller counties. That county maintains a Risk Management office that serves both the county government and the school division. The mission of Chesterfield's Risk Management office is to develop and manage a risk profile that best suits the county's vision and mission. The office seeks to reduce the long-term cost of risk while maximizing the probability of long-term benefits.

Chesterfield's risk management techniques include:

- Avoidance – redesign processes to avoid particular risks with the plan of reducing overall risk.

- Diversity – spread the risk among numerous assets or processes to reduce the overall risk of loss or impairment.

- Control – design activities to prevent, detect, or contain adverse events or to promote positive outcomes.

- Share – distribute a portion of the risk through a contract with another party, such as insurance.

- Transfer – distribute all of the risk through a contract with another party, such as outsourcing.

- Accept – allow minor risks to exist to avoid spending more on managing the risks than the potential harm.

RECOMMENDATION

Recommendation 4-4:

Develop risk management policies and procedures and implement a comprehensive risk management program in the division.

The LCPS Director of Transportation and Maintenance should be tasked with acting as the division's risk manager. In this capacity, the director should oversee the steps necessary for coordinating and implementing a risk management program.

The director should contact the Virginia School Board Association for assistance in setting up a program and developing policies and procedures. The program should contain the elements of formal training programs and light duty programs for employees.

FISCAL IMPACT

There is no fiscal impact associated with this recommendation.

FINDING

LCPS does not adequately safeguard its assets. There is no one individual responsible for ensuring that assets such as computers, furniture, and equipment are labeled, recorded, and tracked. Interviews with division staff showed that the asset tracking responsibilities for Title I and special education equipment, computer equipment, and fuel inventories lie with several different individuals, yet no one is adequately performing the necessary steps to track and protect assets.

The division's fixed asset policies cover issues such as asset valuation techniques, depreciation methods, and disposal procedures. The policies, however, do not cover the safeguarding of assets.

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

CCPS requires that all fixed assets be added to the school's asset database upon receipt. Each school principal or department head, or his or her designee, is responsible for entering the asset data. The accounting department monitors this process to ensure that assets are entered in a timely manner and that asset data are correct.

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

RECOMMENDATION

Recommendation 4-5:

Develop and implement asset tracking procedures.

LCPS has the asset tracking software necessary to perform the tracking functions. What is necessary are policies and procedures outlining the individuals who are responsible for the tracking and the steps to be taken when assets are determined to be missing.

The Superintendent should require that all principals and department heads conduct annual inventories. For items found to be missing or stolen, the responsible principal or department head should either be required to fill out a police report (in the case of stolen items) or report missing items to the school board on a regular basis.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

4.4   *School Activity Funds*

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

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

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

FINDING

In LCPS, a school bookkeeper or secretary is responsible for collecting funds from teacher or parent activity sponsors, making deposits to the school's bank account, maintaining financial records, disbursing funds, and reconciling monthly bank statements. LCPS bookkeepers at the middle school and high school use an accounting program called QuickBooks to account for school activity funds. The primary school, however, maintains its records manually.

Although funds are collected and maintained at the school level and kept in individual school bank accounts, the school board is responsible for providing adequate oversight and accounting for these funds.

Exhibit 4-7 shows the balances in each school's activity fund accounts as of June 30, 2004, the most recently audited accounts.

EXHIBIT 4-7
LCPS SCHOOL ACTIVITY FUND BALANCES
AS OF JUNE 30, 2004

SCHOOL	AMOUNT
Lancaster Primary School	$19,234
Lancaster Middle School	43,280
Lancaster High School	58,321
Total All Schools	$120,835

Source: Financial Audits of LCPS School Activity Funds, June 30, 2004.

LCPS uses a commercially available accounting system for tracking school activity funds. A volunteer, using QuickBooks accounting software, set up the accounting structure for the school activity funds of the middle and high schools. A review of activity

fund reports shows that the accounts have been set up in an organized and uniform fashion.

School bookkeepers at these two schools continue to use the QuickBooks system to account for their funds. The QuickBooks program is easy to use and satisfies the needs of the Lancaster schools. In addition, the program is affordably priced.

COMMENDATION

Lancaster County Public Schools is commended for using an accounting system for its school activity funds that is easy to use and affordable.

FINDING

A review of the audit reports for school activity funds for all LCPS schools shows a variety of problems with internal controls over these accounts. For example, at the primary school, the auditor notes that mathematical errors due to the manual accounting for that school's activity funds led the accounts to be out of balance. In addition, the primary school failed to follow proper procedures in writing off stale checks (checks older than six months) in the amount of $97.77.

Audit issues revealed at the high school include the following:

- purchase orders did not always receive proper approval;

- some expenditures were not supported by invoices or receipts; and

- the school maintained two bank accounts for which no activity was recorded in the school activity fund accounts.

Perhaps most problematic were the findings from the audit of the middle school activity funds. These findings include the following:

- several accounts had variances between prior year ending balances and current year opening balance (indicating that off-ledger transactions were taking place);

- findings and the necessary corrections identified in the prior year's audit failed to be recorded to the accounts; and

- several duplicate recordings of transactions were not detected by school staff.

Several factors make accounting for school activity funds problematic. Unless corrected, these will continue to lead to errors and irregularities in the accounts. Most notable is the absence of a current, comprehensive school activity fund accounting manual. The Business Manager provided the review team with a manual that is used by division schools, and which was provided by the Virginia Department of Education. Although, the manual is dated March 1989, it is the latest version that the department has developed.

In addition, there is no central oversight of the school accounting process. That is, no one individual reviews bank reconciliations on a regular basis, or reviews transactions to ensure that auditor adjustments have been recorded in a timely fashion. Although schools send a monthly summary of accounts to the school board offices, errors and irregularities are not addressed with school staff in a timely manner.

The operating environment in which schools maintain their activity accounts can be challenging, and can often lead to errors or irregularities in recording entries to a school's fund. Specifically, school bookkeepers usually have a variety of other responsibilities in addition to their accounting responsibilities, allowing little time to dedicate to the accounting process. In addition, the physical environment of a school central office can be chaotic, creating distractions that can affect a bookkeeper's ability to focus on accounting responsibilities. Also, school bookkeepers rarely have backup support to conduct their accounting responsibilities when they are absent. For these reasons, it is imperative that bookkeepers are provided as much backup as possible in the way of reviews and double-checking of their work to ensure the integrity and accuracy of activity accounts.

School divisions that have central accounting staff review and monitor activity funds usually have fewer undetected errors and have clean audit reports. In addition, close monitoring of activity funds allows opportunities for new or inexperienced bookkeepers to receive individualized training in proper accounting procedures. If a bookkeeper is only notified of errors once a year during the annual audit, he or she is less likely to incorporate corrective action permanently.

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

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

Despite the fact that the Salt Lake City School District is much larger than LCPS, its approach is one that much smaller school systems can follow. That district makes its accounting manual available to users electronically so that all users have convenient access to the most current version of the manual. The manual can be located on the Internet at: http://www.slc.k12.ut.us/depts/accounting/manual/tablebus.htm.

RECOMMENDATION

Recommendation 4-6:

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

By implementing controls over school activity funds, the division will improve the accountability for these funds. Specifically, the division should do the following:

- develop a school activity fund manual for all school bookkeepers;

- train all school bookkeepers in use of the manual;

- implement the QuickBooks software for use in accounting for the primary school's activity funds;

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

- conduct interim reviews of activity fund purchase orders and disbursements to detect errors and irregularities in a timely manner.

FISCAL IMPACT

Although this recommendation can be implemented with existing resources, its implementation will require a significant initial effort to develop a procedures manual and to conduct bookkeeper training. However, regular and routine central oversight of the school activity funds will require only minimal effort, but will provide improved accountability of these funds.

5.0   PURCHASING

5.0 PURCHASING

This chapter presents the findings, commendations, and recommendations for the purchasing and warehousing functions of Lancaster County Public Schools (LCPS). The major sections of the chapter include:

5.1   Purchasing Policies and Procedures
5.2   Purchasing Processes
5.3   Collaborative Purchasing Efforts

CHAPTER SUMMARY

Lancaster County Public Schools' purchasing functions are handled by its business office. Though the division has been innovative in participating in cooperative and collaborative bidding practices with nearby counties and purchasing cooperatives sponsored by the Commonwealth, there are several steps it can take to improve the efficiency and effectiveness of its procurement functions.

The review team heard multiple complaints about delays in the purchasing processes. Developing and implementing purchasing procedures and training all necessary staff in their use will help to improve the flow of documentation and information throughout the system. In addition, the division should implement the automated purchasing module contained in its financial software to further improve purchasing efficiencies.

The recommendations in this chapter include the following:

- update purchasing procedures and train division staff in their use;

- develop and implement contract compliance procedures to better monitor vendor performance;

- improve purchasing processes by implementing the automated purchasing system; and

- create a purchasing task force with Lancaster County to collaborate on the procurement of goods and services.

5.1   *Purchasing Policies and Procedures*

Virginia school divisions are required to follow the Virginia Public Procurement Act (VPPA). In LCPS, the Director of Transportation and Maintenance has been delegated the authority to act as purchasing manager, with the Business Manager assisting in obtaining and evaluating bids. The Superintendent is also very involved in the purchasing process in that he reviews and approves all bids and purchases.

LCPS purchasing functions are governed by the following policies:

- DJ – Small Purchasing
- DJA – Purchasing Authority
- DJF – Purchasing Procedures.

Policy DJF states that the division shall act in accordance with the VPPA regarding its procurement practices, while policy DJA designates that the Superintendent may assign purchasing authority to a qualified employee. Policy DJA further stipulates the following:

- The designated purchasing agent has the authority to "…purchase or contract for all supplies, materials, equipment, and contractual services required by the school division subject to federal and Virginia codes and School Board policies."

- All division personnel shall follow established purchasing procedures when issuing requisitions or purchase orders for equipment and supplies.

- All purchase requests must be forwarded to the Superintendent for approval and processing.

Finally, Policy DJA encourages full and open competition among potential contractors and suppliers through competitive bidding practices, and centralizes the purchasing and contracting process.

Policy DJ specifies that purchases that in the aggregate amount to $30,000 or less do not require competitive procurement practices.

FINDING

LCPS purchasing procedures are outdated and do not provide sufficient guidance for those responsible for carrying out the purchasing functions in the division. The division's purchasing manual, dated July 1, 1993, does not contain the most recent state laws and guidelines, nor does it adequately instruct employees on how to carry out the procurement function.

For instance, procedures require that issuing departments submit purchase orders 30 days prior to needing the goods or services to allow sufficient time for processing and ordering. Organizations that have automated purchasing systems and sound procedures require a few days to a week to process a purchase order. Other than supplies needed for opening schools for a new school year, it is difficult to anticipate a department's or school's needs 30 days in advance.

LCPS procedures require that the originating department ensure that adequate funds are available in the department's or school's budget; however, at this time, schools and departments have no way of verifying whether they have sufficient funds to cover purchases because they do not have access to their budgets and receive no reports from the business office.

The current procedures do not correctly spell out the dollar limits for which the Superintendent or his designee may contract without board approval, nor do they lay out the dollar thresholds for items and dollar limits for which formal bids and quotes must be obtained. For instance, procedures require that goods amounting to $250 to $3,000 receive telephone quotes from at least two vendors, and that purchases over $3,000 will go through the formal bid procedures. These procedures are in conflict with the division's

policies, which state that purchases amounting to more than $30,000 are subject to competitive bidding requirements.

Procedures also require that a dual set of books be maintained – one by the school or department and one by the business office. This process is cumbersome and unnecessary.

Interviews with business office and school-based staff revealed that there is some confusion over departmental versus business office roles. Specifically, user departments and schools feel that when there is a problem with a vendor or an order, the business office should handle it. The business office, on the other hand, stated that in the event of problems, the individual responsible for placing the order should interact with the vendor. LCPS procedures require that user departments initiate contact with vendors, and that the business office should be kept apprised of any issues. Although this procedure is laid out in the purchasing manual, it is either not understood or not communicated to user departments and schools.

Schools that have well documented and communicated policies and procedures have fewer problems associated with their procurement functions. Policies should be specific and should plainly spell out dollar thresholds and the responsibilities of both the purchasing agent and the users of the purchasing system. Procedures should also be clear and help departments and schools understand how the purchasing function works, with contact information in case of questions.

Good procedures should contain the following components:

- table of contents,
- overview of policies and state laws,
- clearly defined dollar thresholds,
- specific information on how to complete a purchase order,
- purchase order authorization procedures, and
- contracting and contract compliance procedures.

RECOMMENDATION

Recommendation 5-1:

Update the division's purchasing procedures and train all appropriate division employees in their use.

After the procedures have been updated to include the elements listed above, all division employees involved in the procurement of goods or the processing of purchase orders should be trained in using the policies and procedures.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

LCPS does not have a process to ensure that vendors comply with terms of their contracts or agreements. This issue came to light when division staff mentioned their lack of satisfaction with a firm that provides substitute teachers for LCPS. This firm has a contract with LCPS to screen substitute teachers, maintain a list of potential teachers, and contact the substitutes when notified by schools that they need one or more substitutes.

School-based staff identified several issues with the quality of services provided by the vendor, while central office staff were not fully aware of any problems with the services being provided.

One of the problems identified by school-based staff was substitute teachers not being located promptly, requiring that other teachers, assistant principals, or principals fill in for teachers who call in sick. In addition, some schools reported that often the vendor would have two teachers show up for a single opening. One school told the review team that they are not satisfied with the caliber of teachers provided by the vendor, and to assuage problems they continue to maintain their own substitute list and merely call the vendor to request a specific substitute teacher.

One of the reasons that this problem exists is that the division has no formal means of evaluating contracted services and implementing corrective action. School divisions that have a formal process to communicate contract compliance issues get more positive results from their contractors. Contract compliance procedures include the following:

- identifying all users of a contract for goods or services in the division;

- establishing communication mechanisms, whether they be personal meetings, memoranda, or e-mails to convey issues regarding vendor services;

- establishing a format for collecting feedback from division staff and reporting that feedback to the contractor; and

- monitoring progress with the vendor in achieving improvement.

School divisions that have contract compliance procedures in general experience more positive relations with vendors because there are formal mechanisms to identify and correct issues before they develop into more serious problems.

RECOMMENDATION

Recommendation 5-2:

Develop and implement contract compliance procedures in LCPS.

Implementing contract compliance procedures in the division will ensure that LCPS receives the full benefit of all its contracts. After developing the procedures, it will be imperative to communicate them to all appropriate individuals and provide training in the purpose of the procedures and instructions in their use.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

5.2   *Purchasing Processes*

The process for procurement of goods in the division requires that the school or department purchase order originators submit an approved purchase request to the Superintendent. After the Superintendent reviews and approves the purchase request, it is forwarded to the Finance Secretary, who enters the purchase order into the division's computer system to encumber the funds, and then submits the purchase order to the vendor for ordering.

FINDING

The division's purchase order system, though somewhat automated, is cumbersome and relies on manual interfaces that can often lead to errors and delays in the procurement process. Developed in 2005, the system consists of an Excel spreadsheet that is designed to look like a purchase order and is located on the division's local area network. Users wanting to initiate a purchase request enter a password to open a "blank" purchase request document. After the user fills in the required information, such as vendor, item descriptions, prices and account coding, the purchase request must be approved by either a principal or a department head and the Superintendent. In the case of the use of certain restricted funds, the request may also need to have a third approval of a program manager.

Unlike a truly automated system that automatically notifies the appropriate individuals that their approval is needed, LCPS's procedures require that individuals be notified via e-mail that their approval is needed. Once notified, the approver calls up the appropriate purchase request from the network and types in his or her name as approval. After the Superintendent reviews and approves each purchase request, he notifies the business office that the request is ready to be entered and processed.

Because of the manual nature of this process, LCPS is experiencing several problems with its purchase order processes, including:

- delays in the process if someone forgets to notify an approver that a request is ready for review;

- delays in the process if an approver forgets to approve a request;

- users making changes to a purchase request at any time during the process, including after it has been approved and processed;

- users viewing other schools' or departments' approved purchase orders;

- users not being notified of their request status; and

- items not being ordered.

Users reported to the review team that the delay in the ordering process can cause inconveniences, particularly during the start of the school year. A significant contributor to this problem is the purchase order system. Whenever there is a problem such as someone forgetting to approve an order or someone changing an order after it has been processed, the Finance Secretary has to research and correct the problem, taking away time from the regular routine of entering purchase orders, submitting orders, and paying invoices. The lack of a status report on purchase orders results in individual departments and principals calling the Finance Secretary to inquire about their orders, further taking away time from the normal purchase order routine. In addition, as mentioned earlier in this chapter, because there is a misunderstanding of roles and responsibilities in the division, the Finance Secretary is required to spend a significant amount of time fielding vendor complaint calls from departments and schools.

This problem also creates competition among the division's schools to get their start-of-school orders in so that they can receive their supplies on time.

In a survey of LCPS staff, 80 percent of principals and administrators stated that they thought the administrative processes of the division were *highly efficient and responsive*. However, when asked specifically about the purchasing function, only 50 percent of principals and administrators rated the function as *adequate* or *outstanding*.

RECOMMENDATION

Recommendation 5-3:

Improve the purchasing process by using the full capacity of the division's automated system.

LCPS already uses the RDA System, which contains an automated purchase order system. However, the system is not being used to its fullest capacity. The RDA System can allow users to enter purchase requisitions directly into the system, with an automated approval routing function.

Putting this system into full use, which would require training all division staff responsible for purchasing functions, would greatly increase the division's efficiency in processing its purchase orders.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

5.3 *Collaborative Purchasing Efforts*

The Virginia Public Procurement Act (VPPA) allows for collaborative or cooperative purchasing. That is, school divisions may purchase from contracts from any state agency or local government agency, even if the school division did not participate in the request for proposals for the invitation to bid. Specifically, Section 2.2-4304 of the VPPA states:

Any public body may participate in, sponsor, conduct, or administer a cooperative procurement agreement on behalf of or in conjunction with one or more other public bodies, or public agencies or institutions or localities of the several states, of the United States or its territories, the District of Columbia, or the U.S. General Services Administration, for the purpose of combining requirements to increase efficiency or reduce administrative expenses in any acquisition of goods and services. Except for contracts for professional services, a public body may purchase from another public body's contract even if it did not participate in the request for proposal or invitation to bid, if the request for proposal or invitation to bid specified that the procurement was being conducted on behalf of other public bodies.

FINDING

LCPS uses several cooperative purchasing mechanisms to purchase common items such as bulk paper, milk, and school buses. These mechanisms include participation in a purchasing cooperative sponsored by the commonwealth, participating in joint bids with nearby counties, and purchasing from commonwealth contracts that are already in place.

Using collaborative or cooperative purchasing results not only in better prices for goods, but also cuts down on the number of bids that LCPS must conduct.

COMMENDATION

Lancaster County Public Schools is commended for participating in cooperative and collaborative bidding practices.

FINDING

LCPS does not partner with Lancaster County government for joint purchases of goods or services. Both the county and the school division are missing opportunities to reduce their administrative burden and save money by not jointly seeking bids for common items.

There are many things that the two entities could team up on, including copy machine rentals or purchases, computer and other equipment purchases, vehicles, and employee health insurance. In addition, joint cooperation with the county in functions such as purchasing, human resources, and risk management could also provide greater efficiencies for both entities.

MGT identified a best practice in Allegany County Public Schools, Maryland, which collaborates with the Allegany County government on purchases. For example, the school system uses the services of the county's purchasing agent to develop, advertise, and evaluate bids. In addition, the two entities collaborate on technology services and share a computer system.

RECOMMENDATION

Recommendation 5-4:

Develop a purchasing task force to evaluate and determine which purchasing opportunities should be pursued jointly with Lancaster County.

Just like the savings and efficiencies achieved by LCPS's participation in purchasing cooperatives or bids with nearby school systems, the school division and the county could obtain better prices by jointly bidding some things. In addition, the administrative tasks required to bid items would be reduced for both entities if they shared these responsibilities.

The task force should identify potential opportunities for collaboration, being sensitive to the uniqueness of each entity's operations.

FISCAL IMPACT

Though the school division and the county could expect to achieve cost and efficiency savings through implementing this recommendation, the specific savings are impossible to determine.

6.0   EDUCATIONAL SERVICE DELIVERY AND MANAGEMENT

6.0 EDUCATIONAL SERVICE DELIVERY AND MANAGEMENT

This chapter provides a summary of the delivery and evaluation of services to students in the Lancaster County Public Schools (LCPS). The four major sections of this chapter are:

6.1 Curriculum and Instructional Services
6.2 Student Performance and Accountability
6.3 Career and Technical Education
6.4 Special Services

CHAPTER SUMMARY

Lancaster County Public Schools' most important function is to provide quality instructional services to students. LCPS demonstrates exemplary practices in the areas of curriculum and instructional services, student performance and accountability, career and technical education, and special programs. While LCPS is a very small division, the commitment of administrators, teachers, and support staff is evident in the overall academic performance of students.

LCPS has developed a division-wide comprehensive plan, and school improvement plans are aligned to the division-wide plan. The comprehensive plan identifies five long-range goals for the school division, objectives, strategies, and a timeline of actions. The plan was developed through a collaborative effort among administration, faculty, and staff, and demonstrates a clear focus on improving student achievement through quality instruction. Overall, state assessment results show that curriculum guides are followed and that the Virginia Standards of Learning (SOL) are being taught in the classroom.

Up-to-date curriculum guides provide teachers a framework for the planning and delivery of instruction. As teachers follow the curriculum guide, the administration and school board can be assured that instruction is aligned with the Virginia SOLs.

The greatest recognition of LCPS came in 2005, when Lancaster Primary School was recognized as Virginia's National Title I Distinguished School for significantly closing the achievement gap among *No Child Left Behind* (NCLB) student subgroups defined by disability status, minority ethnicity, gender, and socioeconomic level. Lancaster Primary School was previously recognized as a Blue Ribbon School in 2003. Lancaster Primary School can serve as an exemplary model for other primary schools throughout the Commonwealth of Virginia in providing systematic and explicit instruction for students and closing the achievement gap for NCLB subgroups of students.

LCPS also provides comprehensive pre-kindergarten programs with funding from Title I, Head Start, and the Virginia Preschool Initiative Program. While multiple funding sources are utilized, LCPS demonstrates a true commitment to early intervention and preparing young children to enter kindergarten ready to learn. High-quality programs for young children who are economically disadvantaged have demonstrated promise of lasting benefits and return on investment. Evidence suggests that providing such programs as the LCPS pre-kindergarten program will significantly reduce the magnitude of academic and social challenges for students in future years.

LCPS has recently implemented the Kuder Career Planning System for students at Lancaster High School. The system gives students employment and education information which is updated annually. A career planning system will be an invaluable tool to assist students in choosing appropriate paths to continue their education.

Secondary guidance staff and teachers also provide career guidance, counseling, and job skills training to students at the secondary level. Students have the opportunity to meet individually with a guidance counselor to review graduation requirements, transcripts, and available opportunities. Job skills training is provided through English classes that emphasize job preparedness.

LCPS also demonstrates exemplary, comprehensive guidance services. Each school has a full-time guidance staff that provides individual and group counseling. Guidance staff are knowledgeable of community resources and make referrals for more intensive services as appropriate. School counselors also present classroom guidance lessons on various topics at the elementary, middle, and high school level.

While LCPS offers many exemplary programs and services, MGT recommends a number of improvements in the delivery of educational services, including:

- Update the school board policy on instructional goals and objectives to reflect the requirements of *No Child Left Behind*.

- Use consistent monitoring instruments for weekly observations of classroom instruction.

- Develop a model for reading instruction at the secondary level.

- Implement the LCPS division-wide comprehensive plan and the improvement plans for history accreditation at Lancaster High School and minority English at Lancaster Middle School.

- Document quantitative intervention data for the Child Study Team prior to referral for evaluation, and decrease the overidentification of students with disabilities.

- Implement an electronic system for developing Individual Education Plans and maintaining compliance with state and federal special education requirements.

INTRODUCTION

The student population of LCPS reflects two major ethnic groups: African American and Caucasian. In the past year, a small number of Hispanic and Asian students have enrolled in the school system. The total student population in 2004–05 was 1,476, with 465 students at Lancaster Primary School, 538 students at Lancaster Middle School, 472 students at Lancaster High School, and 1 student at the post-graduate level.

In 2004–05, 713 students (or 51 percent) received free and reduced-price lunches. There are 101 students (or 7 percent) participating in the LCPS gifted and talented

programs. A total of 178 students (or 12 percent) received special education services, and only three students (or .002 percent) were identified as limited English proficient.

LCPS faces the challenge of replacing an aging workforce, particularly as employees retire earlier in increasing numbers and fewer college students choose education as a career. As the division works to recruit, develop, and retain a quality work force, it seeks more creative ways to recruit education majors and persons from other professions who may be interested in pursuing teaching as a second career. In 2004–05, the division had a teaching staff of approximately 117. At Lancaster Primary School, 100 percent of the teachers are considered highly qualified under NCLB standards. At both Lancaster Middle School and Lancaster High School, 88 percent of the teachers are considered highly qualified under NCLB standards. Overall, 92 percent of teachers in LCPS are considered highly qualified under NCLB standards. LCPS will ensure that all teachers are considered highly qualified by 2005–06.

The division has five long-range goals, including:

- improve student achievement;
- provide effective instruction and teaching;
- expand school programs;
- establish safe, supportive school environments; and
- promote community and parental involvement.

MGT survey results indicate that the majority of administrators and teachers believe that:

- the overall quality of LCPS is good or excellent and is improving;

- LCPS administrators and teachers are above average;

- emphasis on learning in the division has increased in recent years;

- schools have materials and supplies necessary for instruction in basic skills;

- most students are motivated to learn;

- lessons are organized to meet students' needs;

- teachers care about students' needs;

- teachers expect students to do their very best; and

- sufficient student services are provided in the division.

LCPS has a clear focus on the instructional needs of its students. This is reflected in the comprehensive plan, school improvement plans, improvement plans for secondary history and minority English, instructional leadership, and classroom instruction.

6.1   *Curriculum and Instructional Services*

The school division's most important function is to provide quality instructional services to students. The curriculum is based on the Virginia Standards of Learning (SOLs) and is provided to teachers in up-to-date curriculum guides. LCPS strives to meet the instructional needs of all students and is committed to success for all.

FINDING

LCPS has developed a division-wide comprehensive plan. School improvement plans are comprehensive and aligned with the division-wide plan.

Based on the review of required information, the LCPS Division-wide Comprehensive Plan Committee identified five long-range goals for the school division. The goals include:

- improve student achievement;
- provide effective instruction and teaching;
- expand school programs;
- establish safe, supportive school environments; and
- promote community and parental involvement.

The action plans that were developed for the long-range plan provide objectives and strategies that address the five school division goals. These objectives and strategies are designed to:

- improve student performance;

- promote a positive school climate and safety;

- provide a greater degree of accountability and management efficiency;

- support the hiring, development, and retention of a quality workforce; and

- promote relationships in the school division and community that support student achievement.

Each of the goals is supported by measurable objectives. Some of the objectives are process-based, describing the programs, activities, and services that will be implemented by the division, and others are performance based, describing student, school, and school division performance targets for specific measures. The accountability measures are reviewed bi-annually during the plan update process and are revised, as appropriate, to ensure compliance with state and federal regulations.

COMMENDATION

Lancaster County Public Schools is commended for developing and implementing a division-wide comprehensive plan. LCPS is also commended for aligning school improvement plans with the division-wide comprehensive plan.

FINDING

LCPS has up-to-date curriculum guides that are aligned with the Virginia Standards of Learning. Exhibit 6-1 provides an example of the Kindergarten English Standards of Learning Scope and Sequence. As shown, the curriculum guide provides the organizing topic; essential knowledge, skills, and processes; the related Standard of Learning; sample classroom assessment methods; and sample resources.

EXHIBIT 6-1
LANCASTER COUNTY PUBLIC SCHOOLS
KINDERGARTEN ENGLISH STANDARDS OF LEARNING
SAMPLE SCOPE AND SEQUENCE
2005–06 SCHOOL YEAR

Phonological Awareness
In kindergarten, student mastery of phonological awareness skills is the precursor for their success in learning to encode and decode words. These skills must be directly taught and practiced. They are then reinforced throughout the language arts curriculum. These skills include an understanding of the hierarchical concept of sentence, word, syllable, and letter. Through many learning experiences with songs, rhymes, and language play, students develop the ability to hear, say, and manipulate phonemes. The ability to segment and blend phonemes facilitates spelling and decoding.

Organizing Topic	Essential Knowledge, Skills, and Processes	Related SOL	Sample Classroom Assessment Methods	Sample Resources
Phonological Awareness Phonological awareness refers to the ability to pay attention to, identify, and manipulate sound units within spoken words.	Students are expect to: ■ listen to a variety of literary forms including predictable texts, patterned texts, poems, fairy tales, legends, stories, and informational texts.	K.1a	■ PALS-K ■ Classroom observations ■ Student interviews ■ Student demonstrations	■ English SOL Teacher Resource Guide www.pen.K.12.va.us/ VDOE/Instruction/ Reading/reading.html ■ PALS Web Site http://curry.edschool. Virginia.edu/curry/ centers/pals/home. Html ■ EIRL Web Site www.pen.K.12.va.us/ VDOE/Instruction/ Reading/reading initiative.html ■ Teaching Early Phonological Awareness Skills www.pen.K.12.va.us/ VDOE/Instruction/ Reading/reading.html ■ Sample English Curriculum CD www.pen.K.12.va.us/ VDOE/Instruction/ Reading/reading.html
	■ participate in choral speaking and echo reading of short poems, rhymes, songs, and stories with repeated patterns and refrains.	K.1b		
	■ recognize that sentences can be segmented into individual words.	K.1d		
	■ break a word down into individual syllables by clapping.	K.1d		
	■ Identify words that sound the same given a spoken set like "dan, dan, den" (PRD).	K.4		
	■ Identify words that rhyme – given spoken sets like "dan, pan, mat," students can identify the two words that rhyme.	K.4a		

Source: Virginia Department of Education, 2005.

During on-site interviews, it was reported that teachers consistently use the curriculum guides for the planning and delivery of instruction. Since teachers follow the curriculum guide, LCPS can be assured that they are teaching students the SOLs. Teachers also maintain ongoing classroom assessments to document student progress in all areas of instruction.

COMMENDATION

Lancaster Public Schools is commended for developing, implementing, and revising subject area curriculum guides consistent with the Virginia Standards of Learning.

FINDING

Lancaster Primary School was recognized as a Blue Ribbon School in 2003 and most recently honored as Virginia's National Title I Distinguished School for significantly closing the achievement gap among *No Child Left Behind* student subgroups.

Lancaster Primary School provides instruction for approximately 500 students in pre-kindergarten through third grade. Over 50 percent of the student population is minority, and 60 percent is eligible for free or reduced lunch. Instruction is offered in reading, writing, mathematics, social studies, and science. Visual arts, performing arts, physical education, library skills, and computer technology are also offered for all students. Character education enhances the curriculum and is supported by the Parent-Teacher Association.

Exhibit 6-2 shows the assessment results for Lancaster Primary School from 2002 to 2005. As can be seen, Lancaster Primary School closed the achievement gap for economically disadvantaged students from 2002–03 to 2004–05 in math and has narrowed the achievement gap for all subgroups of students, with a decrease from:

- **English:**

  - sixteen percent in 2002–03 to eight percent in 2004–05 for African American students;

  - fifty-four percent in 2002–03 to nine percent in 2004–05 for students with disabilities; and

  - twenty-two percent in 2002–03 to eight percent in 2004–05 for economically disadvantaged students.

- **Math:**

  - eight percent in 2002–03 to six percent in 2004–05 for African American students; and

  - fifty-one percent in 2002–03 to 17 percent in 2004–05 for students with disabilities.

COMMENDATION

Lancaster Primary School is commended for earning recognition as Virginia's National Title I Distinguished School and for significantly closing the achievement gap among *No Child Left Behind* student subgroups.

EXHIBIT 6-2
LANCASTER PRIMARY SCHOOL
ASSESSMENT RESULTS
2002–05 SCHOOL YEARS

ENGLISH	04-05 GAP	04-05 SCORES	03-04 GAP	03-04 SCORES	02-03 GAP	02-03 SCORES
Black	8%	89.3617	27%	48.9362	16%	62.0000
White		97.4359		76.4706		78.3784
Students with Disabilities	9%	88.3333	59%	16.6667	54%	23.5294
Economically Disadvantaged	8%	88.6364	22%	53.7037	22%	55.8140
MATH	04-05 GAP	04-05 SCORES	03-04 GAP	03-04 SCORES	02-03 GAP	02-03 SCORES
Black	6%	91.1111	15%	78.3784	8%	78.0000
White		97.4359		93.6170		86.4865
Students with Disabilities	17%	80.0000	33%	60.0000	51%	35.2941
Economically Disadvantaged	0%	97.6190	16%	76.7442	12%	74.4186

Source: LCPS, Department of Instruction, 2005.

FINDING

LCPS provides an exemplary interagency pre-kindergarten program. Multiple pre-kindergarten classrooms are located at the Lancaster Primary School and are funded by Title I, the Virginia Preschool Initiative Program, and Head Start. The Virginia Department of Education evaluated the Virginia Preschool Initiative Program and found sufficient documentation that all program requirements were being met.

The LCPS pre-kindergarten programs provide quality preschool services for at-risk children, and all pre-kindergarten teachers are considered highly qualified. The program maintains a class size of 16 students with a student to staff ratio of one adult to eight children. The curriculum for the program incorporates Virginia's Foundation Blocks for Early Learning or the national Head Start Standards. Development assessment is conducted annually to document developmental growth in all domains.

High-quality programs for young children who are economically disadvantaged have demonstrated the promise of lasting benefits and return on investment (ERIC Digest ED365478). Research suggests that high-quality programs for young children produce significant long-term benefits because they empower the children, their parents, and their teachers. Evidence suggests that providing such programs as LCPS pre-kindergarten and Lancaster County Head Start will significantly reduce the magnitude of academic and social challenges for students in future years.

COMMENDATION

Lancaster County Public Schools is commended for providing high-quality pre-kindergarten programs.

FINDING

LCPS provides an exemplary Lead Teacher program. The Lead Teacher Program serves as a *staff development vehicle for strengthening the teaching effectiveness of classroom teachers at Lancaster High School in order to help students improve academic achievement.* The project is based on research that supports thinking skills and problem solving throughout the curriculum.

Specific expectations of the program include:

- thorough planning and organization of lessons;
- information items on display;
- instructions and objectives on the board;
- students actively engaged;
- comfortable exchange of ideas between students and teachers; and
- focus on creative thinking.

Strategies for success include:

- teacher-led staff development;
- lesson plan format for each content area;
- strategy sheets to analyze lessons;
- individual and department goals;
- practice SOL tests in each content area;
- analysis of data from practice tests, regular tests, and grades;
- modeling best practices in teaching;
- consistent communication;
- walk-throughs;
- regular department meetings; and
- interdisciplinary units and supports.

Lead Teacher responsibilities include:

- perform informal observations;
- record and share effective strategies;
- serve as resource for classroom teachers;
- mentor new teachers;
- target students for tutoring;
- coordinate tracking tests;
- analyze tracking test results; and
- share ideas with other Lead Teachers.

Banks Associates provides consultative services to LCPS in the implementation of the Lead Teacher Program, including assisting with:

- strengthening Lead Teachers' instructional effectiveness;

- classroom instructional effectiveness;

- implementation of the program;

- coordination of the program with school support resources such as media and student support services; and

- consultation and planning with the division's administration.

The LCPS Lead Teacher Program is an innovative process for providing embedded staff development in a small school division. The program has been highly successful in providing support to classroom teachers in the analysis of data and the planning and delivery of instruction.

COMMENDATION

Lancaster County Public Schools is commended for developing and implementing the Lead Teacher Program.

FINDING

The instructional goals and objectives school board policy is not up to date. The last revision of the policy was in 2000. At that time, the school board accepted the overall goals of public education as identified by the Virginia General Assembly. The current instructional objectives of LCPS include:

- develop competence in the basic learning skills;

- develop intellectual skills of rational thought and creativity;

- acquire knowledge and process skills of science and technology;

- progress on the basis of achievement;

- qualify for further education and/or employment;

- develop personal standards of ethical behavior and moral choice;

- participate in society as a responsible family member and citizen;

- develop a positive and realistic concept of self and others;

- practice sound habits of personal health and physical fitness;

- enhance the quality of the environment;

- develop skills, knowledge, and attitudes regarding the arts;

- acquire a basic understanding and appreciation of democracy and the free enterprise system;

- raise student and school achievement in the core Standards of Learning; and

- develop proficiency in the use of computers and related technology.

LCPS must maintain current policy for instructional goals and objectives. With the passage of NCLB, instructional goals and objectives must directly reflect the legislative requirements of the division's accountability for:

- student performance,
- adequate yearly progress,
- data analysis,
- planning and delivery of instruction,
- meeting the needs of diverse learners, and
- effective instructional leadership.

The current policy for instructional goals and objectives is out dated.

RECOMMENDATION

Recommendation 6-1:

Update the school board policy on instructional goals and objectives to reflect the requirements of *No Child Left Behind*.

LCPS should update the school board policy on instructional goals and objectives to reflect the requirements of *No Child Left Behind*. The policy should focus on the overall accountability of the division for improving student performance through analysis of student data, appropriate instruction for all students, and instructional leadership that leads to academic improvement.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

LCPS does not have consistent monitoring instruments for weekly observations of classroom instruction.

The division has developed the Teacher Informal Observation Form as part of the annual teacher evaluation process. Observations can be documented in five areas. The instrument is very general, relies on anecdotal notes of the observer, and does not target specific instructional strategies or techniques for observation or documentation.

An example of a more specific observational instrument is the Six Steps Classroom Walk-Through (CWT) Model. This model is being implemented in the York County School Division. The CWT is designed to assist principals and assistant principals in coaching teachers to improve practice in the classroom by:

- collecting "real time" classroom data;
- developing curriculum analysis and calibration skills; and
- developing reflective thinking strategies.

Teachers have the opportunity to reflect on teaching practice, aligning instruction, and improving student achievement.

The six steps of the CWT are as follows:

1. Snapshot of teaching and learning:

   ■ teaching objective and learning expectation;
   ■ grade level standard;
   ■ level of questioning based on Bloom's taxonomy; and
   ■ text and materials.

2. Identification of instructional strategies:

   ■ observable instructional strategies; and

   ■ high-yield strategies based on Classroom Instruction that Works by Marzano.

3. Level of learner engagement.
4. Survey of learning environment.
5. Analysis of information collected.
6. Reflection with the teacher.

Examples of observation instruments are shown in Exhibit 6-3 and Exhibit 6-4. Exhibit 6-3 presents an example of a general observational tool for classroom instructional strategies, including the integration of reading and writing in the core content area. Exhibit 6-4 shows an example of a specific observational tool for comprehensive literacy classroom observations.

During on-site interviews, it was reported that school administrators needed to spend more time in classrooms. Regularly scheduled walk-throughs using a consistent instructional monitoring instrument can create greater visibility of the school administrator in the classroom; document teaching, learning, and specific instructional strategies; and provide a basis for the administration and teachers to focus communications on specific areas for improved instruction and student engagement.

RECOMMENDATION

Recommendation 6-2:

Use consistent monitoring instruments for weekly observations of classroom instruction.

LCPS should select and use consistent monitoring instruments for weekly observations of classroom instruction. The instruments should document attributes of the learning environment, student engagement, instructional strategies, differentiated instruction, and instruction that is aligned with the Virginia SOLs.

FISCAL IMPACT

This recommendation can be implemented using existing Title I and Title II federal funds.

EXHIBIT 6-3
LEARNING-FOCUSED MONITORING FOR ACHIEVEMENT:
"LOOK FOR" AND "ASK ABOUT"
OBSERVATION TOOL

1. How did you have students answer the
   essential question in your most recent lesson?

Teacher: _____ Observer: _____ Date: _____

Look For…	Ask About...
Essential Questions: ___ Posted ___ Guides instruction ___ Used at end of lesson to assist summarizing and gather evidence of learning	1. How to use the essential question in a lesson. 2. How did you have students answer the essential question in your most recent lesson?
Activating Strategy: ___ Activating strategy to start student thinking ___ Previews/teaches key vocabulary	1. What activating strategy did you use in your current lesson? 2. What research-based strategy did you use to preview key vocabulary?
Lesson: ___ In large group lesson, uses numbered heads in pairs to distribute summarizing/practice ___ Energetic pacing of lesson ___ Students actively engaged/thinking	1. How do you see collaborative pairs or numbered heads in your large group lessons? 2. How do you know when the lesson is moving too slow or too fast?
Graphic Organizers: ___ Guides instruction and student thinking ___ Guides writing extensions ___ Guides reading assignments and questions	1. How do students use a graphic organizer in today's lesson? 2. Why did you choose that graphic organizer?
Summarizing: ___ Reflects evidence of student learning ___ All students participating ___ Guided by essential question	1. What summarizing strategy did you use in your last lesson? 2. How do you make sure that all the students summarize? 3. What evidence do you have of students' learning?
Extend/Refine: ___ Consistently uses for important content ___ Higher level thinking activities ___ Direct instruction to understand skill ___ Indirect instruction: writing/discussion	1. How often do you have an extending thinking activity or lesson? 2. What are some ways you cause students to have to extend information?
Vocabulary: ___ Content driven ___ Visual representation well organized, easy to use, graphic ___ Uses research-based strategies and direct instruction to preview vocabulary at beginning of lessons and units ___ Indirect instruction to build vocabulary through writing, reading, discussion, etc.	1. How are students aware of current vocabulary? 2. What vocabulary strategies do you usually use? 3. How is your current vocabulary organized for learning? 4. How do students use vocabulary for reading or writing?
Writing: ___ Writing process posted and used by students ___ Uses graphic organizers in pre-writing ___ Evidence of using current vocabulary ___ Consistent use of rubric(s) ___ Student writing samples	1. How do you know that students use a systematic process for writing? 2. How do you set up the pre-writing and vocabulary for the writing assignment? 3. Do you use a consistent rubric? 4. How often do students grade their writing?
Reading Comprehension: ___ Reading comprehension strategies guide reading assignments and comprehension questions	1. What reading comprehension strategy did you use in your most recent reading assignment?
Comments/Examples/Answers:	

Source: Learning-Focused Solutions, Inc., 2004.

EXHIBIT 6-4
EXAMPLE OF COMPREHENSIVE LITERACY CLASSROOM OBSERVATION

Teacher	Date	Time
➢**INTERACTIVE READ ALOUD** ☐ conversational dialogue before, during, after reading ☐ teacher models "think aloud" ☐ students make connections to selves, texts, world ☐ teacher/students link "thinking strategies" to all reading ☐ specific teaching points are evident		**Comments:**
➢**SHARED READING** ☐ enlarged text (big book, chart, overhead) ☐ specific teaching point(s) evident ☐ part(s) of text highlighted to reinforce teaching point ☐ text may be read repeatedly in several sessions		**Comments:**
➢**GUIDED READING** ☐ teacher working with small groups (4-6 students) ☐ flexible groups have similar needs, determined through assessment ☐ teacher provides introductory support (key ideas, vocabulary etc.) ☐ students read text independently with teacher support when appropriate ☐ teacher/students return to text for teaching point after reading ☐ teaching points are specific, evident, and clear to students ☐ teacher makes lesson notes about individuals and groups ☐ teacher may assess individual student by taking a running record		**Comments:**
➢**READING WORKSHOP (transition to in 2nd)** ☐ may begin with specific focus-lesson ☐ focus-lesson may segue from other component ☐ students read independently and/or with literature circle ☐ teacher may confer individually and/or meet with group ☐ teacher and students share learning based on focus-lesson		**Comments:**
➢**INDEPENDENT READING (may occur during MIL and/or Reading Workshop)** ☐ students self-select appropriate books ☐ teacher confers with students/may take running record ☐ students may be responding to texts in a variety of forms		**Comments:**
➢**LITERATURE ENVIRONMENT** ☐ student generated print evident throughout the room ☐ print/resources are easily accessible to all students ☐ print/resources come from shared experiences ☐ print reflects a variety of purposes ☐ room is arranged for different literacy events ☐ meeting area with literacy easel, guided reading area, center areas ☐ classroom library collection with a variety of genres ☐ read aloud collection accessible to students ☐ evidence of ongoing assessment of student progress		**Comments:**
➢**MANAGED INDEPENDENT LEARNING (prevalent in K/1st – transition in 2nd)** ☐ students independently follow a workboard efficiently ☐ literacy centers provide a daily balance of reading and writing ☐ materials and tasks support multi-leveled learning (open-ended) ☐ routine and consistent monitoring of literacy centers		**Comments:**

Source: Anderson County Schools, Tennessee, Department of Federal Programs, 2005.

FINDING

LCPS lacks a model for reading instruction at the secondary level. During on-site visits, it was reported that reading instruction at the middle school and high school is extremely lacking. While there are some resource support services available to struggling readers, the division does not offer comprehensive, integrated literacy instruction at the middle and high school level.

It was further reported during on-site interviews that while systematic and explicit reading instruction is offered at the primary school, the process does not continue at the secondary level. As a result, students fall further behind in reading, which directly affects performance in all academic areas. Furthermore, there is no reading assessment process in place to ascertain the individual reading levels of secondary students, and struggling readers have limited access to leveled reading materials. In addition, general education teachers often lack the staff development to effectively implement content area reading and writing strategies. The central office and school administration recognize that more intensive reading instruction must be provided to secondary students.

According to the International Reading Association (IRA), literacy development is an ongoing process, and requires as much attention for adolescents as it does for beginning readers. Because of standards-based instruction and the need for improved student performance in all academic areas, literacy demands are expanding and include more reading and writing tasks than in the past. Adolescents need high levels of literacy to understand the vast amount of information available to them. The IRA believes that adolescent learners require:

- a wide variety of reading material that appeals to their interests;

- instruction that builds their skills and desire to read increasingly complex materials;

- assessment that reveals their strengths as well as their needs;

- reading specialists to assist those learners who experience difficulty;

- teachers who understand the complexities among individual adolescent readers; and

- homes and communities that support their learning.

To continue literacy development beyond the primary grades, LCPS must develop and implement a model for reading instruction at the secondary level that includes assessment to determine reading levels and progress for struggling readers, classroom instruction, and adaptive instructional software.

RECOMMENDATION

Recommendation 6-3:

Develop a model for reading instruction at the secondary level.

LCPS should develop and implement a model for reading instruction at the secondary level. A secondary reading committee should be formed to consider existing secondary reading instruction and make recommendations for increasing the reading achievement of students in grades six through 12. Existing reading assessments and instruction should be reviewed, reading achievement data should be analyzed, and specific reading assessments and interventions should be targeted to meet the needs of LCPS secondary students, including minority students, students with disabilities, limited English proficient students, and disadvantaged students.

FISCAL IMPACT

The development of a model for reading instruction at the secondary level can be completed with existing resources. The model should include associated costs of instructional materials, technology software, and staff development.

6.2   *Student Performance and Accountability*

No Child Left Behind has dramatically changed the focus and accountability of schools and divisions throughout the country. Guiding principles mandated in legislation include:

- ensuring that all students are learning;

- making school systems accountable;

- ensuring that information is accessible and parental options are available; and

- improving the quality of teachers.

As a result, performance goals have been established in federal legislation including:

- By 2013-14, all students will reach high standards, at a minimum attaining proficiency or better in reading and mathematics.

- All limited English proficient students will become proficient in English and reach high academic standards, at a minimum attaining proficiency or better in reading, language arts, and mathematics.

- By 2005-06, all students will be taught by highly qualified teachers.

- All students will be educated in learning environments that are safe, drug free, and conducive to learning.

- All students will graduate from high school.

Local school divisions are required to test students in grades three through eight in reading and mathematics and once in each subject at the high school level. Each year, the percentage of students at these grade levels who pass these tests must increase according to a timeline established by the Virginia Department of Education. For the Commonwealth of Virginia, the Standards of Learning assessments are accountability measures used to determine not only accreditation by the Virginia Department of Education, but also adequate yearly progress (AYP) for meeting the benchmarks of NCLB.

FINDING

LCPS met AYP requirements for the division at Lancaster Primary School and Lancaster High School, but not at Lancaster Middle School. LCPS met accreditation requirements for the division at Lancaster Primary School and Lancaster Middle School, but did not meet accreditation requirements in history at Lancaster High School.

Exhibits 6-5, 6-6, 6-7, and 6-8 present the AYP data for LCPS in 2004-05. As shown:

- **Division results:**

    - students with disabilities scored lower than the AYP benchmark in English and math.

- **Lancaster High School results:**

    - Hispanic students scored lower than the AYP benchmark in English; and

    - students with disabilities scored lower than the AYP benchmark in English and math.

- **Lancaster Middle School results:**

    - African American students scored lower than the AYP benchmark in English; and

    - students with disabilities scored lower than the AYP benchmark in English and math.

- **Lancaster Elementary School results:**

    - students with limited English proficiency scored lower than the AYP benchmark in English; and

    - Hispanic students scored lower than the AYP benchmark in math.

EXHIBIT 6-5
LANCASTER COUNTY PUBLIC SCHOOLS
ADEQUATE YEARLY PROGRESS
DIVISION RESULTS
2004–05 SCHOOL YEAR

ENGLISH PERFORMANCE				PARTICIPATION RATES		
CATEGORY	SCORE	BENCHMARK	MET	PERCENT	BENCHMARK	MET
All	77.45%	65%	Yes	98.66%	95%	Yes
Black	65.52%	65%	Yes	95.69%	95%	Yes
Hispanic	100%	65%	Yes	100%	95%	Yes
LEP	(0%)	65%	Too Small	100%	95%	Yes
Disadvantaged	72.65	65%	Yes	95.87%	95%	Yes
Special Education	(51.21%)	65%	Too Small	95.83%	95%	Yes
White	90.39%	65%	Yes	99.44%	95%	Yes
MATH PERFORMANCE				PARTICIPATION RATES		
CATEGORY	SCORE	BENCHMARK	MET	PERCENT	BENCHMARK	MET
All	79.31%	63%	Yes	98.26%	95%	Yes
Black	69.63%	63%	Yes	96.87%	95%	Yes
Hispanic	100%	63%	Too Small	100%	95%	Yes
LEP	100%	63%	Too Small	100%	95%	Yes
Disadvantaged	72.50%	63%	Yes	97.37%	95%	Yes
Special Education	(45.655)	63%	Too Small	96.15%	95%	Yes
White	88.51%	63%	Yes	99.66%	95%	Yes

Source: LCPS, Department of Instruction, 2005.

EXHIBIT 6-6
LANCASTER COUNTY PUBLIC SCHOOLS
ADEQUATE YEARLY PROGRESS
LANCASTER HIGH SCHOOL
2004–05 SCHOOL YEAR

ENGLISH PERFORMANCE				PARTICIPATION RATES		
CATEGORY	SCORE	BENCHMARK	MET	PERCENT	BENCHMARK	MET
All	72.72%	65%	Yes	99%	95%	Yes
Black	69.09%	65%	Yes	98%	95%	Yes
Hispanic	(50%)	65%	Too Small	100%	95%	Yes
Disadvantaged	71.425	65%	Yes	97%	95%	Yes
Special Education	(22.22%)	65%	Too Small	100%	95%	Yes
White	91.83%	65%	Too Small	100%	95%	Yes
MATH PERFORMANCE				PARTICIPATION RATES		
CATEGORY	SCORE	BENCHMARK	MET	PERCENT	BENCHMARK	MET
All	78.15%	63%	Yes	99.65%	95%	Yes
Black	67.12%	63%	Yes	99.31%	95%	Yes
Hispanic	10%	63%	Too Small	100%	95%	Yes
Disadvantaged	67.20%	63%	Yes	99.20%	95%	Yes
Special Education	(25%)	63%	Too Small	100%	95%	Yes
White	88.73%	63%	Yes	100%	95%	yes

Source: LCPS, Department of Instruction, 2005.

EXHIBIT 6-7
LANCASTER COUNTY PUBLIC SCHOOLS
ADEQUATE YEARLY PROGRESS
LANCASTER MIDDLE SCHOOL
2004–05 SCHOOL YEAR

ENGLISH PERFORMANCE				PARTICIPATION RATES		
CATEGORY	SCORE	BENCHMARK	MET	PERCENT	BENCHMARK	MET
All	72.72%	65%	Yes	95.63%	95%	Yes
Black	(60%)	65%	No	96.78%	95%	Yes
Hispanic	100%	65%	Too Small	100%	95%	Yes
Disadvantaged	69%	65%	Yes	97.26%	95%	Yes
Special Education	(35.29%)	65%	Too Small	88%	95%	Yes
White	86.36%	65%	Yes	98.90%	95%	Yes
MATH PERFORMANCE				PARTICIPATION RATES		
CATEGORY	SCORE	BENCHMARK	MET	PERCENT	BENCHMARK	MET
All	78.08%	63%	Yes	95.98	95%	Yes
Black	66.05%	63%	Yes	96.90	95%	Yes
Hispanic	100%	63%	Too Small	100	95%	Yes
Disadvantaged	70.83%	63%	Yes	97.41	95%	Yes
Special Education	(42.10%)	63%	Too Small	88.46	95%	Yes
White	85.08%	63%	Yes	99.14	95%	Yes

Source: LCPS, Department of Instruction, 2005.

EXHIBIT 6-8
LANCASTER COUNTY PUBLIC SCHOOLS
ADEQUATE YEARLY PROGRESS
LANCASTER PRIMARY SCHOOL
2004–05 SCHOOL YEAR

ENGLISH PERFORMANCE				PARTICIPATION RATES		
CATEGORY	SCORE	BENCHMARK	MET	PERCENT	BENCHMARK	MET
All	92.30%	65%	Yes	100%	95%	Yes
Black	89.58%	65%	Yes	100%	95%	Yes
Hispanic	100%*	65%	Yes	100%*	95%	Yes
LEP	(0%)	65%	Too Small	100%	95%	Yes
Disadvantaged	89.13%	65%	Yes	102%	95%	Yes
Special Education	83.66%	65%	Yes	107%	95%	Yes
White	97.50%	65%	Yes	100%	95%	Yes
MATH PERFORMANCE				PARTICIPATION RATES		
CATEGORY	SCORE	BENCHMARK	MET	PERCENT	BENCHMARK	MET
All	91.20%	63%	Yes	100%	95%	Yes
Black	85.41%	63%	Yes	100%	95%	Yes
Hispanic	(50%)	63%	Too Small	100%*	95%	Yes
LEP	100%	63%	Yes	100%	95%	Yes
Disadvantaged	91.30%	63%	Yes	102.17%	95%	Yes
Special Education	66.66%	63%	Yes	107.14%	95%	Yes
White	97.51%	63%	Yes	100%	95%	Yes

Source: LCPS, Department of Instruction, 2005.

LCPS developed a History Improvement Plan to improve history scores and meet accreditation standards. The plan documents how Lancaster High School will identify student deficiencies and then address them through a variety of instructional methods and media. Specific strategies include:

- assign one-to-one and small group and tutoring sessions with individual history teachers;

- assign students to the SOL lab to take practice SOL tests and study specific content using World View Software;

- assign study buddies to assist in review and communication regarding makeup work if students are absent; and

- assign students to the Pass Port to Literacy class if reading skills are below grade level.

LCPS has also developed an improvement plan for students of minority ethnicity who are underachieving in English at Lancaster Middle School. The plan documents how Lancaster Middle School will identify student deficiencies and then address them through a variety of instructional methods and media. Specific strategies include being assigned to:

- one-on-one and small group tutoring sessions with the school reading specialist;

- group sessions in the SuccessMaker Enterprise Laboratory working on the technology-based Writer's Workshop;

- the English and reading component of the after-school tutoring program; and

- Saturday school for extra remediation and assistance.

The LCPS division-wide comprehensive plan has identified three primary goals related to teaching and learning, including:

1. **Improve student achievement:**

   - Objective 1.1: Increase reading achievement of students at the primary, middle, and high school.

   - Objective 1.2: Reduce the achievement gaps in NCLB subgroups.

   - Objective 1.3: Increase all student achievement to meet accreditation and NCLB benchmarks.

2. **Provide effective instruction:**

   - Objective 2.1: Explore various instructional delivery methods and increase course offerings.

- Objective 2.2: Increase special education services to meet AYP.

- Objective 2.3: Increase professional development.

- Objective 2.4: Retain highly qualified staff.

3. **Expand school programs:**

- Objective 3.1: Expand course offerings at Lancaster High School.

- Objective 3.2: Pursue alternative education options.

The comprehensive plan also includes specific strategies and a timeline of actions to accomplish each goal and objective. MGT found that the LCPS comprehensive plan identified the critical areas of need for academic achievement and effective instruction. MGT also found that the improvement plans for all students of history and students of minority ethnicity who are underachieving in English are appropriate for addressing the deficient skills of students.

RECOMMENDATION

Recommendation 6-4:

Implement the LCPS division-wide comprehensive plan and the improvement plans for history accreditation at Lancaster High School and minority English at Lancaster Middle School.

LCPS should fully implement the LCPS division-wide comprehensive plan and the improvement plans for history accreditation at Lancaster High School and minority English at Lancaster Middle School. The school board should fully support the division in implementing specific strategies to improve student achievement, including students in NCLB subgroups. LCPS should also annually assess progress toward achieving the identified goals and objectives of the comprehensive plan and improvement plans.

FISCAL IMPACT

This recommendation can be implemented with existing federal funds. The comprehensive plan specifies budgeting priorities for allocation of funds consistent with the implementation of goals, objectives, and strategies of the comprehensive plan.

6.3 *Career and Technical Education*

Career education is a concept that originated in the early 1970s. Career education is intended to prepare each individual to select and engage in productive, satisfying work throughout life. In recent years, greater emphasis has been placed on career and technical training in association with applied academics.

FINDING

The counselors at Lancaster High School recently attended the Virginia View Conference and received training on the Internet-based Kuder Career Planning System. The counselors have registered Lancaster High School in the Kuder system and have received batch codes to allow the entire student population to use this online career exploration, planning, and development system.

Students are able to complete the Kuder Skills Assessment and Interest Inventory. In the Kuder System, jobs are grouped into career clusters, and students are matched with particular clusters according to their responses on the Skills and Interest Inventories. Students are also able to build a career portfolio which they can review and revise throughout high school. The Kuder Career Planning System gives students employment and educational information which is updated annually.

In the past, there have been few resources to provide students with skill and interest assessments to use in career development. A career planning system will be an invaluable tool to assist students in choosing appropriate paths to continue their education.

COMMENDATION

Lancaster County Public Schools is commended for implementing the Kuder Career Planning System.

FINDING

LCPS offers career and technical education and support services to secondary students. The career guidance system provides employment counseling, and placement services are available to all students exiting school. Job-seeking skills training is provided to all secondary students, including those with disabilities. Labor market needs are reviewed and addressed to ensure that programs and courses offered meet the needs of LCPS students.

Guidance counselors meet with students during English classes to explore career opportunities within and outside the community. Training for these careers is discussed, and opportunities for training at Lancaster High School and at the Regional Career and Technical Education Center are reviewed. Tours of the Regional Facility for Career and Technical Education are held for all interested students. Guest speakers are invited to provide a view from the perspective of the employer and the employee. Alumni are invited to talk with juniors and seniors to provide insight into college, work, and the military. Students are informed of college and career days at other facilities and are encouraged to participate. A video library and Internet listing of applicable Web sites is available for all teachers to use during the year to support the curriculum and content areas.

Each student that is exiting school has a meeting with the counselor to review graduation requirements, transcripts, and available opportunities. Students going to college are given information on financial aid and scholarships. LCPS works with the local community services board to provide assistance to students that are eligible to

participate in their programs. Students also have access to Job Corps and the Upward Bound Program through Rappahannock Community College.

Job skills training is provided through English classes in the spring that emphasize job preparedness. The use of resumes, applications, interview skills, and letter writing are studied. Practice interviews are held, with videotaping to highlight good and improving points. Job fair opportunities are available during the year, with students attending during the school day. Guest speakers address many different topics, including etiquette, resumes, appearance, interviewing skills, and available training opportunities.

To address the labor market needs, meetings are held with the Lancaster County Chamber of Commerce and various other local agencies. At these meetings the course offerings are reviewed and critiqued. Proposals are heard for programs that are relevant to the local community, and these are considered for inclusion in the current programs or addition to the curriculum. Students are invited to participate in several shadowing days at local businesses. Career and technical education teachers follow up with completers to assess their preparedness for college, career, and life after high school.

Secondary students have the opportunity to participate in career and technical education training at the Regional Facility for Career and Technical Education and Rappahannock Community College. Dual enrollment opportunities are being offered as a result of a dual enrollment agreement between Lancaster High School and Rappahannock Community College. Guidance is meeting with Career and Technical Education staff to determine the future needs of students and the community. Courses are being planned around these discussions using current facilities and personnel. Lancaster County Public Schools has made great strides in increasing career and technical education for its secondary students.

COMMENDATION

Lancaster County Public Schools is commended for providing career guidance and counseling and job skills training to secondary students and for the dual enrollment program operating between Lancaster High School and Rappahannock Community College.

6.4   Special Services

Special Services emphasize prevention and intervention support systems, as well as use of appropriate resources. The ultimate purpose of Special Services is to maximize coordinated efforts that focus upon students' health, social, and emotional development in reducing barriers to learning. Special Services also address the individual needs of students with disabilities.

FINDING

LCPS provides comprehensive guidance services to elementary and secondary students. Guidance Department responsibilities at the primary and middle schools include individual counseling, crisis and responsive counseling, social counseling, career

counseling, group counseling, social skills, study skills, classroom guidance, career day coordination, volunteer tutor coordination, and Child Study Team co-chairperson.

School counselors at Lancaster High School assist students in preparing for post-secondary academic opportunities by helping them to:

- understand their academic status toward meeting the graduation requirements;

- understand the variety of post-secondary options available to them and the requirements of those options including academic status and scholastic records;

- demonstrate the knowledge and skills necessary to ensure a successful transition from high school to post-secondary options; and

- demonstrate the skills needed for independent learning.

School counselors at Lancaster High School assist students in making informed decisions on post-secondary opportunities as they investigate the world of work. The counselors have incorporated after school activities to help develop self-employment skills, business plan development, and small business loan options through a Young Entrepreneurs Program in conjunction with the Northern Neck Micro-Enterprise Small Business Program.

The school counselors help students develop their personal and social development skills as they help students:

- understand the relationship among, and importance of respecting rules, laws, safety, and protection of individual rights;

- understand when and how to utilize family, peer, school, and/or community resources;

- use appropriate community and conflict and resolution skills with peers and adults; and

- apply problem solving decision making skills to make safe and healthy choices.

Individual and group counseling services are provided to meet the developmental, preventive, and remedial needs of students. Students are referred to school counselors by teachers, parents, or by self-referral. Students in need of intensive counseling are referred to licensed clinical counselors in the community or to the appropriate agency. The counselors are knowledgeable of school and community resources and programs to address the needs of students.

The school counselors present classroom guidance lessons on such topics as: adjusting to school, making decisions, study skills, resolving conflict, time management, choices after high school, applying to secondary schools, and career development.

LCPS offers a comprehensive guidance program throughout the division.

COMMENDATION

Lancaster County Public Schools is commended for implementing a comprehensive guidance program throughout the division.

FINDING

Even though LCPS has a division-wide education intervention team process, documentation of quantitative intervention data prior to referral for evaluation is lacking at the middle school and high school levels. LCPS secondary programs do not consistently implement research-based, quantitative interventions prior to referral for evaluation, resulting in the overidentification of students with disabilities when compared to state and national identification rates. The ratings of instructional interventions are qualitative in nature, and based upon teacher observation. Quantitative data to support teacher findings are limited. This finding is consistent with similar findings in other school divisions in Virginia.

Exhibit 6-9 shows the LCPS pre-referral process. As indicated, the school-based Child Study Team follows a specific process prior to referring a student for evaluation. The process is consistent with referral for evaluation for special education services rather than the development, implementation, and documentation of alternative instructional strategies in the general education classroom.

The Individuals with Disabilities Education Act (IDEA) 2004 requires that:

> …*state education agencies have in effect, consistent with the purposes of IDEA and with Section 618(d), policies and procedures designed to prevent the overidentification and disproportionality by race and ethnicity of children with disabilities as described in Section 602 (Definitions) [612(a)(24)].*

In addition, IDEA 2004 requires that each state that receives assistance under IDEA provide for the collection and analysis of data to determine if significant disproportionality by race and ethnicity is occurring in the local educational agencies (LEAs) of the commonwealth with respect to the:

■ identification of students with disabilities, including the identification of students with disabilities in accordance with a particular impairment described in Section 602(3);

■ placement in a particular education setting of such students; and

■ incidence, duration, and type of disciplinary actions, including suspensions and expulsions [618(d)(1)].

EXHIBIT 6-9
LANCASTER COUNTY PUBLIC SCHOOLS
PREREFERRAL PROCESS
2005–06 SCHOOL YEAR

Referral to Child Study Committee (CSC)

(10 working days)

CSC meets & suggests classroom interventions

AND/OR

CSC refers to eligibility committee for full evaluation		CSC continues follow-up plans for classroom interventions

[65 Administrative Days timeline begins]   [Ongoing as needed]

Prior consent is obtained before any testing can begin		CSC continues to monitor progress OR Refers for full evaluation OR CSC closes referral

Assignment Sheet and Eligibility Schedule is distributed to pertinent staff

Parent is invited to participate (as voting member) in Eligibility Committee meeting decision

No later than 65th Administrative Day

Eligibility Committee meets to review all test components and to determine if the student meets the criteria for any disability as defined by federal and state/local laws/policies

OR

Eligibility Committee refers to the Special Education Team to develop an Individualized Education Program (IEP)		Eligibility Committee refers to CSC for review of all test results and to determine specific classroom accommodations

IEP Committee meets within 30 calendar days		CSC reconvenes within 10 working days

Source: LCPS, Department of Federal Programs, 2005.

If it is determined that an LEA has a significant disproportionality with respect to the identification of students with disabilities, the state must:

■ provide for the review and, if appropriate, revision of the policies, procedures, and practices to ensure these policies, procedures, and practices comply with the requirements of IDEA;

■ require the LEA identified under Section 618(d)(1) to reserve the maximum amount of funds under Section 613(f) to provide comprehensive coordinated early intervening services, particularly to serve students in those groups that are significantly overidentified under Section 618(d)(1); and

■ require the LEA to publicly report on the revision of policies, practices, and procedures described under Section 618(d)(1)(A).

IDEA 2004 further mandates activities to improve services that:

…promote academic achievement and improve the results for students with disabilities through demonstrating models of personnel preparation to ensure appropriate placements and services for all students, and to reduce disproportionality in eligibility, placement, and disciplinary actions for minority and limited English proficient students [633(c)(9)].

Early intervention services are added to IDEA 2004. The modified legislation:

...allows local educational agencies to use not more than 15 percent of the amount it receives under IDEA Part B for any fiscal year to develop and implement coordinated early intervening services, which may include interagency financing structures for students in kindergarten through Grade 12 (with a particular emphasis on students in kindergarten through grade three) who have not been identified as needing special education or related services, but who need additional academic and behavioral support to succeed in the general education environment.

Activities allowed in implementing coordinated, early intervening services by local educational agencies include:

■ *professional development for teachers and other school staff to enable them to deliver scientifically based academic instruction and behavioral interventions, including scientifically based academic instruction and, when appropriate, instruction on the use of adaptive and instructional software; and*

■ *educational and behavioral evaluations, services, and supports, including scientifically based literacy instruction [613(f)(2)].*

Emphasizing accountability, NCLB requires that all students be at or above grade level in all core subjects by the 2013–14 school year. The law requires that students who do not make adequate yearly progress (AYP) be given interventions. NCLB also requires

the early intervention team process to review, establish, and document the scientifically based interventions that the teacher, school, and school system have attempted. Each intervention must be documented with baseline data and data points to determine its success or failure. LCPS does not use this process consistently across all schools.

A number of states are supporting the implementation of data-driven, early intervening services to prevent failure and reduce overidentification of disabilities. For example, the State of Texas has required school systems to use a three-tier early intervention model prior to referral for evaluation for special education services. The model is shown in Exhibit 6-10. Tier I is an intervention that addresses issues using present materials, such as basal readers in the classroom. Interventions may include changing the teacher, providing extra materials, and spending time on task. The time frame for this intervention is a minimum of four to six weeks.

Tier II interventions may require some restructuring of the general education classroom, such as using small group and even individual interventions. Examples of interventions at this level may include the use of curriculum-based measurement and standards analysis using data that are both criterion-referenced and norm-referenced. The time period for intervention is usually longer than the Tier I period.

If the Tier II interventions are not successful, the student may be referred to Tier III, which is typically a referral for evaluation for special education services.

RECOMMENDATION

Recommendation 6-5:

Document quantitative intervention data for the Child Study Team at the middle school and high school levels prior to referral for evaluation, and decrease the overidentification of students with disabilities.

LCPS should implement a secondary early intervention process with a primary focus on data-driven, research-based, proven-effective instructional strategies in the general education classroom. The process should offer documentation of quantitative data with the intensity and focus of instruction necessary to alleviate the identified concerns to the greatest extent possible.

With the NCLB requirements for intervention and accountability, the general education program must be responsible for a functional, appropriate, data-driven, early intervention process at every school. The program must address academic underachievement, behavioral issues, motivational issues, and emotional issues. Division-wide, data-driven instructional interventions should assist in closing the achievement gap for students who are at risk for underachievement and decrease the identification of students with disabilities.

FISCAL IMPACT

This recommendation can be implemented using existing resources.

EXHIBIT 6-10
TEXAS EDUCATION AGENCY
RESPONSE TO INTERVENTION MODEL
2004–05 SCHOOL YEAR

<table>
<tr><td>

Tier I
Use of present materials and altering presentation methods
Extra work for extra credit
Alternative materials

Tier II
Small group instruction and intervention
Title I support
One-to-one instruction
Additional resources (staff or material)

Tier III
Referral for evaluation for special education services or Section 504

</td></tr>
</table>

Source: Texas Education Agency, LRP Publications, Implementing the Prereferral Process, 2004.

FINDING

LCPS does not have an effective electronic system for developing and monitoring Individual Education Plans (IEPs) of students with disabilities or maintaining compliance with state and federal regulations. The division developed software for the development and maintenance of IEPs, but the software was not adequate to ensure compliance with state and federal regulations.

Exhibit 6-11 shows the required content of the IEP as regulated by federal legislation. As shown, the IEP process and documentation for accountability is extensive. Failure to have appropriate IEPs for students with disabilities can result in noncompliance with state and federal law and potential loss of funds to the division.

An example of a commercial product for IEP development and monitoring is IEP.Online. IEP.Online is organized in an easy to understand and intuitive format that follows the special education process. The program features the following sections:

- demographics, including data imported from the student information system;

- referral, which includes key information from referral meetings and notes on further evaluation;

EXHIBIT 6-11
REQUIRED CONTENT OF THE INDIVIDUAL EDUCATION PLAN
INDIVIDUALS WITH DISABILITIES EDUCATION ACT 1997*

The IEP is a written statement for each student ages 3 to 21. Whenever it is developed or revised, it must contain the following:

■ The student's present levels of educational performance including:

– How the disability of a student (ages 6 through 21) affects his or her involvement and progress in the general curriculum, or

– How the disability of a preschooler (ages 3 through 5) affects his or her participation in appropriate activities.

■ Measurable annual goals, including benchmarks, or short-term objectives, related to:

– Meeting needs resulting from the disability, in order to enable the student to be involved in and progress in the general curriculum

– Meeting each of the student's other disability-related needs.

■ The special education and related services and supplementary aids and services that will be provided to the student or on the student's behalf, and the program modifications or supports for school personnel that will be provided to that student:

– Can advance appropriately toward attaining the annual goals

– Can be involved in and progress through the general curriculum and participate in extracurricular and other nonacademic activities

– Can be educated and participate with other students with disabilities and with students who do not have disabilities in general education.

■ The extent, if any, to which the student will not participate with students who do not have disabilities in general education classes and in extracurricular and other nonacademic activities.

■ Any individual modifications in the administration of commonwealth and division-wide assessments of student achievement so that the student can participate in these assessments; moreover, if the IEP determines that the student will not participate in a particular commonwealth or division-wide assessment or any part of an assessment, the IEP must state why that assessment is not appropriate for the student and how the student will be assessed.

■ The projected date for beginning the services and program modifications and the anticipated frequency, location, and duration of each.

■ Transition plans, including:

– Beginning at age 14 and each year thereafter a statement of the student's needs that are related to transition services, including those that focus on the student's courses of study (e.g, the student participation in advanced-placement courses in an educational program).

– Beginning at age 16 (or sooner, if the IEP team pledges it is appropriate), a statement of needed transition services, including, when appropriate, a statement of the interagency responsibilities or any other needed links.

– Beginning at least one year before the student reaches the age of majority under state law (usually at age 18), a statement that the student has been informed of those rights under IDEA that will transfer to the student from the parents when the student becomes of age.

■ How the student's progress toward annual goals will be measured and how the student's parents will be informed—at least as often as parents of students who do not have disabilities are informed—of the student's progress toward annual goals and the extent to which the progress is sufficient to enable the student to achieve the goals by the end of the school year.

Source: *Exceptional Lives by Turnbull & Turnbull*, 2004.
*Requirements are documented from IDEA 1997 pending the release of federal regulations for IDEA 2004.

■ evaluation and eligibility, which documents information for determining eligibility, including initial consent, notification, assessment, and justification for committee decisions;

- plans that track IEPs for each student including planning, goals, performance measurements, and objectives. IEP amendments such as extended school year, manifestation conferences, functional behavioral assessment, and behavior intervention plans are also available;

- notes such as a parent contact log;

- reports that provide multiple levels of detailed information, including comprehensive state reporting;

- calendars to allow administrators to set division timelines according to commonwealth requirements; and

- preferences, such as disability codes, school locations, and withdrawal codes.

Roanoke City Public Schools (RCPS) has recently implemented the EasyIEP computer software program for development of IEPs and maintaining compliance with special education requirements. RCPS reports great satisfaction with the implementation of EasyIEP.

RECOMMENDATION

Recommendation 6-6:

Implement an electronic system for developing Individual Education Plans and maintaining compliance with state and federal special education requirements.

LCPS should purchase and implement an electronic system for developing Individual Education Plans and maintaining compliance with special education requirements. The Director of Special Programs and designated staff should assume responsibility for the selection of an appropriate system and provide staff development in its implementation.

FISCAL IMPACT

The total cost for the implementation of an electronic system is $13,000 in 2006–07. The costs include:

- IEP.Online license at $7,000;

- training at $6,000; and

- annual fee of $3,000 for continuation of the system after the first year.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Implement Electronic IEP System	($13,000)	($3,000)	($3,000)	($3,000)	($3,000)

7.0 FACILITIES USE AND MANAGEMENT

7.0 FACILITIES USE AND MANAGEMENT

This chapter presents the findings and recommendations for Facilities Use and Management. The major sections of the chapter include:

7.1 Capital Planning and Facility Use
7.2 Custodial and Maintenance Services
7.3 Energy Management

CHAPTER SUMMARY

Lancaster County Public Schools (LCPS) operates one primary, one middle, and one high school. The organizational structure for these buildings is as follows:

- Lancaster Primary (K-3)
- Lancaster Middle (4-8)
- Lancaster High School (9-12)

In addition, the division has an alternative program, which is located off-site in a portable classroom. The alternative program is currently focused on meeting the needs of middle school students.

The buildings are well maintained, and every effort is made to keep them in good working order, within the budget available. Custodial and maintenance staff work diligently to provide a safe and clean environment for the students of Lancaster County Public Schools.

Responsibilities for LCPS facilities are shared. The Superintendent is responsible for submitting the Capital Improvement Budget (CIB) to the school board, which then submits the budget proposal to the board of supervisors for approval and funding. The Director of Transportation and Maintenance is responsible for the overall maintenance conditions of the buildings. The building principals supervise the custodians in each building and are responsible for general appearances, cleanliness, and safety.

The key findings of this facilities review include the following:

- The strained relationship between the board of supervisors and the school board impacts the development and funding of the Capital Improvement Budget to the detriment of both parties.

- LCPS needs a master facilities plan that contains a physical assessment of division buildings.

- An educational suitability assessment of the buildings is needed.

- Annual staff development opportunities for custodians are essential.

- Time and task standards must be developed.

7.1 *Capital Planning and Facility Use*

FINDING

Lancaster County Public Schools must request funding for improvements to school facilities from the board of supervisors on an annual basis. The Capital Improvement Budget is developed in accordance with Section 15.2-2239 of the Code of Virginia, 1950, as amended. To comply with this statute, the division has submitted an annual Capital Improvement Budget for fiscal years 2004 through 2008. County government must also submit a plan of its building needs in conjunction with the school division. The budget year runs from July 1 to June 30. An examination of these requests, as shown in Exhibit 7-1, is revealing. The shaded entries are the LCPS CIB requests.

EXHIBIT 7-1
LANCASTER COUNTY
CAPITAL IMPROVEMENT BUDGET

CAPITAL PROJECT	FY 2004	FY2005	FY2006	FY2007	FY 2008
Secure Additional Office Space for County Offices		$400,000			
Reconfigure LPS Parking	$75,000				
Replace Garage for LCPS		$450,000			
Refurbish Playground Equipment for LPS			$25,000		
Repave Social Services/Jail/Refuse Site	$64,400				
Construct Security Fence at LMS		$25,000			
Construct Storage at LPS	$25,000				
Fence Softball Field at LHS			$25,000		
Provide Public Boat Ramp		$175,000			
Acquire Public Recreation Facilities	$50,000	$50,000	$50,000		
Construct Storage LMS		$25,000			
Replace Fencing LHS				$20,000	
Redesign Rear Entrance to LHS Band		$25,000			
Construct Bike Paths	$30,000				
Communications Upgrade/Sheriff		$40,000			
Replace Carpet LMS	$19,679	$19,679			
Repair LHS Parking Lot		$84,770			
Replace Sidewalks at All Schools		$15,000	$15,000	$15,000	$15,000
Combination Bldg at LHS Athletic Field	$550,000				
Yearly Totals	**$814,079**	**$1,309,449**	**$115,000**	**$35,000**	**$15,000**

Source: Lancaster County Capital Improvement Budget for 2004–2008.

The CIB calls for spending a high of $1,309,449 during fiscal year 2005 to a low of $15,000 during fiscal year 2008. The budget process makes it very difficult to extrapolate the needs of the county over an extended period of time. The board of supervisors must find this process to be a challenging one because the proposed budget reflects all the projected needs of the school division and the county government over a period of five years. One would be hard pressed to adopt this budget since it provides little understanding of the true impact on local tax dollars.

This is the environment in which the school board must submit annual budgets for the CIB. Submitting a comprehensive budget based on solid data might be initially uncomfortable in that most, if not all, the building needs would be identified and placed on the table in one comprehensive plan. Those needs might be overwhelming at first. Nevertheless, knowing all the issues up front is much more desirable than trying to resolve them a few at a time. The need to develop a long-term facilities plan for Lancaster County Public Schools is a strong one. The process used to fund these projects requires a thoughtful approach for identifying needs and the costs of meeting them. The board of supervisors needs better information projected over a longer period of time if it is to ask the taxpayers to fund these projects. Creating a comprehensive plan is the key to success.

Planning for facilities represents one of the most important planning activities (other than curriculum and instruction) of a school board and administration. To ensure success, the following must be in place:

- a clear understanding of the educational programs that will be delivered in the facilities;

- accurate student demographic information that ensures that new facilities are located in appropriate areas of the school division and are designed for optimum capacity;

- a clear understanding of the safety and security needs of the contemporary educational setting;

- designs that are responsive to the educational needs of the students and related instructional programs;

- designs that are aesthetically pleasing, permit a positive learning climate, and enrich the opportunities for learning; and

- designs that permit routine maintenance of equipment and buildings with minimal interruption of ongoing programs.

FINDING

Lancaster County Public Schools does not have all of the elements necessary to develop a comprehensive capital improvement plan. Such plans usually include descriptions of program offerings, enrollment projections, building capacities, utilization analyses, physical building assessments, and functional analyses (educational suitability).

RECOMMENDATIONS

Recommendation 7-1:

Develop a Facilities Master Plan by conducting a physical assessment of all division buildings that includes a review of structural issues, electrical-mechanical systems, safety issues, and accessibility issues.

By conducting a systematic physical assessment of all division buildings, Lancaster County Public Schools will be able to create a ranked list of those most in need of repair, renovation, or replacement. In addition, the school division will be able to group repair or renovation projects to obtain economies of scale. (For example, if the assessment shows that two or three buildings need roof replacements, those projects can be bid at one time, allowing the division to receive a better price than for separate bids.)

FISCAL IMPACT

While the estimated cost of such a study is $22,000, an RFP would be used to determine the actual cost. MGT also recommends that the plan be revisited each year, at an annual cost yet to be determined, but estimated to be $5,000, to ensure that the established priorities remain the same**.**

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Develop a Facilities Master Plan	($22,000)	($5,000)	($5,000)	($5,000)	($5,000)

Recommendation 7-2:

Conduct an educational suitability assessment of all division buildings to include general classrooms, special learning spaces, and support spaces.

By conducting an educational suitability assessment of all division buildings, Lancaster County Public Schools will be able to create a ranked list of those most in need of renovation or replacement based on their ability to meet the facility requirements of the educational program. The assessment would provide information regarding the appropriateness of room size, adjacencies, utilities, storage, and equipment.

In spite of a difficult budget approval process, credit must be given to the board of supervisors and the school board for the improvements that have been made to the facilities of Lancaster County Public Schools over the past few years. These include, but are not limited to, the following:

- replacing the high school roof;
- replacing the primary school roof;
- replacing a parking lot at the high school;
- renovating the restrooms at Lancaster Primary;
- implementing energy management control systems at all schools; and
- adding two classrooms with bathrooms to the primary school.

FISCAL IMPACT

The cost of conducting the educational suitability assessment is included in the estimate for developing the Facilities Master Plan.

FINDING

The present location of the alternative school is a concern. The portables currently in use are old and in need of constant repair. Effort has been expended to invest money in these old portables, but the list of repairs seems to never end. The more immediate concern is that the program serves some of the more challenging students in the division, and no immediate help is available in the event of a crisis. The distance between the high school and alternative school is such that responding to a crisis would be an issue. Therefore, the ability to have a back-up communication system is critical. The communication system on the alternative school site is currently limited to the telephone.

RECOMMENDATION

Recommendation 7-3:

Purchase two hand-held radios to back up the present communication system for the alternative school.

Ultimately, the location of the program will need to be considered by the division as a part of Recommendations 7-1 and 7-2. In the meantime, the purchase of these radio units will ensure that the teachers involved in this program have access to administrative and law enforcement support at critical times. The two-way radios will give them a back-up system, should the phone system become inoperable.

FISCAL IMPACT

The cost for these hand-held radios depends on the type of system currently in use. The cost is based on the frequency being used by the division. For purposes of this recommendation, it is assumed that the estimate for two radios is based on a 450 megahertz system. These units, depending on the additional features requested, run from a low of $450 to a high of $750 per unit. Competitive pricing could reduce the cost for this purchase. The amount below is an average based on the purchase of two radio units and is a one-time expenditure.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Purchase Hand-Held Radios	($1,200)	$0	$0	$0	$0

7.2   Custodial and Maintenance Services

The buildings of Lancaster County Public Schools are well kept and clean. There is evidence that the hard work and dedication of the staff is producing good results.

In LCPS, custodians report to the principal. This arrangement makes the custodial staff directly responsive to the needs of each principal and school, and it unburdens the Director of Transportation and Maintenance, who already has a large number of responsibilities. By establishing a team relationship between the principals and the custodians, a level of trust and understanding can be developed that is invaluable in creating an efficient working environment and generating positive results in cleanliness and sanitation. MGT frequently recommends assigning custodial staff directly to principals in performance reviews of school divisions. However, this system is not without its drawbacks.

FINDING

Clean and sanitary facilities are the norm for the division's schools. Schools vary in how these functions are delivered. All buildings, regardless of age and condition, show effort being exerted to provide a suitable learning environment for children. All the buildings were examined by MGT consultants within a two-day period, allowing for a broader perspective on the cleanliness of each building in relationship to the other buildings within the division. Upon entering each building, it was evident that the results varied from building to building. There were noticeable differences in the level of cleanliness. The custodial staff works hard in every building, but apparently some employees are more knowledgeable about proper cleaning techniques than others.

RECOMMENDATION

Recommendation 7-4:

Provide annual staff development activities for the systematic training of custodial personnel.

Including custodial personnel in regular staff development activities will ensure that they keep pace with changes in both technical and human relations skills, and that they are involved in the drive toward larger system-wide goals. These activities should include, at a minimum:

- leadership training for supervisors that focuses on individual growth and contributions of personal leadership;

- training to keep pace with technology innovations in each of the skill areas;

- prep classes for electrical, plumbing, refrigeration, and HVAC licensing exams as required by codes;

- certification for First Aid and CPR; and

- cross training.

In order to be effective, the staff development program must be well planned. Staff development activities typically are provided in two "modes":

1. activities that are part of a larger staff development program that most, or all, employees receive (e.g., sexual harassment, communication skills, disaster procedures, etc.); and

2. activities that are specific to the employee's technical skills or licensing requirements (e.g., new uniform building code requirements, mold remediation techniques, managing the asbestos management plan, etc.).

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

During interviews, building principals cited problems relating to the supervision of school custodial personnel. Principals reported that they rarely had time to evaluate custodians properly. Lancaster County Public Schools has not developed written administrative time and task expectations for custodians to provide guidance on the time and procedures needed to ensure an appropriate and consistent service level. School divisions that are most successful have specific time and task expectations to guide custodians on the frequency and typical duration of different cleaning cycles. This type of guidance helps create a systematic approach to daily, weekly, monthly, and even annual cleaning tasks. Implementing time and task guidelines should lead to greater internal consistency in the cleanliness among school buildings.

RECOMMENDATION

Recommendation 7-5:

Develop time and task standards for custodial services.

Lancaster County Public Schools will benefit by having time and task standards for custodians in two major ways:

■ The workload for custodians will be more equitably distributed. Schools will receive additional custodian time and will be cleaner.

■ It is a well-known motivational principle that higher expectations lead to higher performance. It thus stands to reason that an organization with no time and task expectations will benefit from implementing performance expectations.

The Association of Physical Plant Administrators (APPA) identifies the following three major components of time and task standards:

1. Appearance Levels must be defined and described in some detail. (The APPA handbooks provide descriptions for five levels of cleanliness.)

2. Standard Spaces must be identified to ensure that the difference in the types of spaces and the cleaning effort required for those spaces is clearly distinguished. (The APPA handbooks identify 33 different types of spaces.)

3. CSF (Cleanable Square Feet) is an industry standard that is used to measure and compare data.

Principals must play a critical role in this process. In a system where custodians work directly under a building administrator, it is imperative that principals have the same standards for all buildings and then hold custodians to those standards. It is counter productive when one building operates under a different cleaning standard than the rest. The principals, with the cooperation and support of the Director of Transportation and Maintenance, should develop these standards together. This must be followed by the development and deployment of an evaluation system based on those standards. An evaluation system is meaningless unless it is utilized. The principals, having agreed on the standards, and possessing an evaluation instrument that measures performance against those standards, must use the system on a regular basis. Unless the process contains these elements, the buildings will continue to look different.

Should a custodian be found to lack specific skills, the training program recommended in Recommendation 7-4 would be available to correct those deficiencies. The staffs want to do a good job and are anxious to "show off" their respective buildings. An evaluation system and a training program will only enhance their results.

Custodians lack the proper knowledge on how best to clean facilities, not the desire to do so. There are custodial staff members within the buildings that are quite accomplished in the science as well as the art of cleaning surfaces. Sharing that knowledge in a collegial environment would prove valuable to all parties involved.

Often the companies who provide cleaning products to schools are willing to offer training on the use of their products. These sessions are usually cost free to the division. Cooperating with neighboring school divisions in offering training is an option that should be explored as well.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

7.3   Energy Management

Efficient energy management is a vital tool for the distribution of the division's utilities. Energy audits and other sources of data are essential to control energy costs. Such data will help to determine priorities and to monitor and evaluate the success of a program. While the purpose of the energy management program is to minimize waste and reduce costs, the program also should ensure a level of comfort for those occupying the spaces while encouraging energy awareness across the division.

FINDING

Energy management strategies are implemented in a fragmented manner in the Lancaster County Public School Division. Schools have energy management control systems for operating Heating, Ventilating, and Air Conditioning (HVAC) systems, but there is no designated individual responsible for implementing energy management programs, either at the division or individual school level. As a result, the division is not taking advantage of possible significant opportunities to save energy dollars through an aggressive energy management program. If implemented properly, an energy management program will provide substantial energy savings without sacrificing comfort. A greater understanding of each facility's energy use patterns will also allow for more informed capital improvement decisions.

Common energy management programs include the following components:

- coordinating with utilities to ensure the best rates;

- monitoring utility use for irregularities which may indicate leaks;

- preparing and distributing facility checklists during holiday periods;

- checking heating, ventilating, and air conditioning units in schools and portable classrooms;

- training staff in thermostat operation;

- consulting on design of new schools;

- overseeing scheduling of times of operation for HVAC equipment at all schools;

- checking all utility meters;

- checking utility bills for accuracy; and

- conducting education programs for building users.

RECOMMENDATION

Recommendation 7-6:

Implement a comprehensive energy management program throughout all schools and facilities.

An aggressive energy management program will consist of three fundamental components:

- Supply side efficiency: This essentially means purchasing energy at the lowest available dollars.

- Operating efficiency: This requires operating the equipment that consumes energy as efficiently as possible.

- Demand side efficiency: This involves upgrading to more energy-efficient equipment when it is cost effective to do so.

Items to be included in an aggressive energy management program may include:

- researching billing irregularities;

- researching energy-efficient lighting retrofits;

- researching energy-saving office equipment;

- energy education programs for staff and students;

- energy use and tracking software; and

- incentive rebate programs for schools that reduce energy consumption.

For additional ideas on how to conserve energy, check the U.S. Department of Energy's Rebuild America Web Site at www.rebuild.gov/index.asp. This site seeks to help school divisions become more energy efficient.

FISCAL IMPACT

Energy management programs often result in an annual savings of $1.00 per square foot. The start-up and study cost for a division the size of LCPS is estimated at $50,000. Assuming a conservative estimate of .50 per square foot, a total division square footage of 96,640 square feet, and a 50 percent rebate to the schools, the fiscal impact is a net savings of $149,156 over five years.

Within a relatively short period of time, the division could recognize cost savings in energy usage. These dollars could be redirected towards other educational priorities for the schools. Deploying a Facilities Master Plan will take time and money; in the interim, the energy program will help the leadership to find additional dollars to meet the ever-increasing building needs.

LCPS initiated energy performance contracts in 1998 using Johnson Controls, an important first step in controlling energy costs. In order to fully realize these savings, it is important that LCPS initiate a more comprehensive energy management program throughout the school division.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Implement a Comprehensive Energy Management Program	($50,000)	$ 48,320	$49,286	$50,272	$51,278

8.0   TRANSPORTATION

8.0 TRANSPORTATION

This chapter presents findings, commendations, and recommendations for the transportation function of Lancaster County Public Schools (LCPS). The major sections of the chapter include:

8.1   Organization and Staffing
8.2   Planning, Policies, and Procedures
8.3   Training and Safety
8.4   Vehicle Maintenance, Operations, and Bus Replacement Schedule

CHAPTER SUMMARY

Lancaster County Public Schools is effectively managed by an experienced Superintendent and his leadership team. Recommendations contained in this chapter essentially focus on preparing the division, its personnel, and the community for their continuing efforts to seek efficiency for the division. Among these recommendations are the following key suggestions that should assist the Superintendent and School Board as they consider the best ways to improve the Transportation Department:

- Continue efforts to improve salary and related fringe benefits to address the critical shortage of drivers and substitutes.

- Deploy an electronic routing system, which would permit an in-depth analysis of routes, route times, and deadhead issues.

- Increase efforts to improve and expand training of personnel within the Transportation Department.

- Develop a system of planning and accountability to integrate plans into a strategic plan document.

- Adopt the performance indicators associated with a Vehicle Management Information System (VMIS) to facilitate the effective management of the fleet.

8.1   *Organization and Staffing*

FINDING

Lancaster County Public Schools operates 23 regular bus routes and three special education routes for a primary, middle, alternative, and high school. Since June of 1998, three regular bus routes have been eliminated, but two special education routes have been added. The high school routes were reduced to six routes. It was felt that the present number of students being transported warranted the reduction of one route. The elimination of this route did not affect the length of the ride for the majority of students riding high school buses but did have an impact on some students, which remains a concern for division leadership. In terms of numbers of transportation employees over the past five years, the division reported 35 transportation employees

in 2005-06, a high of 37 in 2003-04, and a low of 34 in 2001-02. These numbers include bus drivers, mechanics, other drivers, substitutes, and the director. At the time this report was compiled, there were only four substitute drivers, an issue for the division. Currently, there is one person being trained as a substitute for regular education routes. The Director of Transportation and Maintenance continues to work hard to increase the number of substitutes, since this has an impact on field trips and the use of personal/sick days by drivers.

Transportation supervisory responsibilities have been assigned to a director, who reports to the Superintendent. The turnover rate for the last two years has been three drivers. The division is concerned that the routes are so tight that it is difficult to meet the extra-curricular needs of the schools. The drivers reported that the process used for assigning extra-curricular trips could be improved; the director concurred and is working to remedy the situation.

Drivers are compensated by miles driven. In July of 1999, the school board changed the driver's compensation package by awarding more sick and personal days and, most significantly, health insurance benefits equal to those of teachers. Drivers and the director both stated that it was the intent of the school board to reward the employees as well as to attract more drivers to the job. The board awarded a three percent increase in salary effective on July 1, 2005.

The school board has set a goal for the Superintendent as follows:

> *To recognize employees, as appropriate, for exemplary job performance and to continue to promote an environment that fosters teamwork.*

Improving the salary and related fringe benefit package for drivers was consistent with the board's goal.

The division has taken positive steps toward responding to the needs of the drivers. The school board and Superintendent reported that this was a high priority for them during the goal setting process, and they have followed through by increasing salaries. The interviews conducted during the audit indicated that drivers were appreciative of those efforts.

COMMENDATION

The division is commended for its efforts to address the needs of drivers.

8.2   *Planning, Policies, and Procedures*

FINDING

The Lancaster Transportation Department consists of highly experienced people who have been doing their jobs for a number of years. More often than not, they know what is expected of them and respond accordingly. Job descriptions are available; a driver's handbook is being developed; a new evaluation system for drivers has recently been deployed; and an electronic mapping system is being developed by the Director of Transportation and Maintenance. School board policies address student conduct,

scheduling and routing, bus safety, and special use of buses. The existing administrative guidelines will be incorporated into the transportation handbook being developed. More guidelines will be developed and incorporated as the need arises. While a lot of work is in progress, there are few written administrative guidelines for implementing the policies of the Transportation Department.

Due to the absence of a proper database upon which to consider alternative routing systems, there is a sizable expenditure for "deadhead" miles. Deadhead miles are those miles driven by a driver from the place where the bus was parked after the completion of a route to the first student pick-up point the next day. This type of data is tracked by the Commonwealth of Virginia because of the significant costs involved in excessive deadhead miles. Exhibit 8-1 shows the data the division provided to the Commonwealth on this expenditure for school years 2001–02 through 2004–05:

EXHIBIT 8-1
LANCASTER COUNTY SCHOOL DIVISION
DEADHEAD MILES
AS REPORTED TO THE COMMONWEALTH

SCHOOL YEAR	COST PER MILE	TOTAL MILES	TOTAL COST
2001-2002	$1.69	105,907	$178,952
2002-2003	1.76	89,918	$158,822
2003-2004	1.92	90,412	$173,606
2004-2005	2.09	77,566	$162,140

Source: Virginia Department of Education – Pupil Transportation Report.

These records show a positive trend in reducing the number of deadhead miles. The total number of deadhead miles has dropped from 105,907 in 2001–02 to 77,566 in 2004–05, a decrease of 28,341 miles. This clearly indicates that division leadership is attempting to reduce this expenditure. However, while the total number of miles has decreased, the cost per mile continues to increase. Escalating costs for transportation services will continue to drive the cost upward. Deadhead miles remain a concern for the division.

The number of deadhead miles incurred by the division is an area that can be more closely examined with data that can be disaggregated. The limited number of students to be served and the destinations for them suggest that the Transfinder software currently being installed will permit a better understanding of the nuances of the geographical area, permitting a closer look at this issue. While efficiencies could be realized, it should be understood that a total elimination of deadhead miles is not feasible because of the geographical size of the division and the limited number of bus drivers available. Still, this is an area from which resources could potentially be diverted to make needed improvements within the Transportation Department.

Currently, the Transportation Department does not have access to automated reports to monitor costs, review routes, capacity, pick-up points, or other factors affecting transportation costs and practices. The department operates on a "past practices" model with limited information to help plan for the future. This is contrary to the stated wishes of the division's leadership team. Efforts are under way to create more usable

data in order to have better planning and practices. The director is currently creating a database that will allow him to examine route length, capacity, and pick-up points. The director is using the Transfinder program, but this program requires significant adjustments because of the geographical layout of the division. This is a labor-intensive process.

Records indicate that one-way morning bus trips for high school students average 82.17 minutes, with a high of 90 minutes and a low of 75 minutes. The division has not established parameters for pick-up points, and some parents expect that each student will be picked up in front of his/her house. Every stop increases the length of the route for all the students. Without parameters that have been established through board policy, there will be confusion over the number and location of pick-up points and anger when exceptions are made for vocal parents who prefer that their children be picked up in front of their house. In order to reduce the travel time of all students, specific guidance regarding pick-up points should be established and then supported by the school board and Superintendent.

RECOMMENDATION

Recommendation 8-1:

Allocate more secretarial staff time to the Director of Transportation and Maintenance.

It is important for the division to have a tool to determine the most efficient and economical student transportation system possible. The first step is for the director to finish loading the Transfinder system, and he should be given the opportunity to do so in an expeditious manner. Numerous issues such as travel time for students, deadhead time expended by the bus drivers, and pick-up points can be addressed more efficiently using this system.

The division purchased the Extra Fleet Transportation software, a program that will track transportation repair costs, but is not currently using it to its fullest potential. Doing so will provide much needed data to the Transportation Department. Reassigning secretarial help within the division to relieve the director of other duties will provide the time necessary to complete this exercise.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

8.3 *Training and Safety*

Lancaster drivers must possess a valid Commercial Driver's License (CDL), be 21 years of age, and be physically fit to operate a school bus safely.

The division has begun a training course for new drivers as well as an evaluation system for existing ones. New drivers are required to receive 48 hours of training, as reported by the drivers and confirmed by the director. Staff development days are conducted annually, and all drivers are required to attend. Agendas for those meetings

were provided and covered topics such as discipline on the buses, fire extinguisher use, safety issues, and evacuation procedures. The director rides every route at least once each school year both to evaluate and to instruct.

Training programs will be key to helping the department become more efficient. Given the years of experience of the existing drivers, the fact that the system has been allowed to evolve over many years at the discretion of each bus driver, and the desire of the division to make changes, staff development opportunities are critical. The structure is already in place, and attendance at the mandatory meetings by the drivers has been excellent. The opportunity to improve will be more readily available through these training experiences. The first step has already been taken.

There have been no reportable accidents during the past three years, suggesting that the training program is effective and that bus drivers are conscientious in their efforts to provide safe transportation to and from school for children.

COMMENDATION

The Lancaster County Public Schools Transportation Department is commended for initiating a training and evaluation program and for its efforts to improve.

FINDING

During interviews, drivers expressed a belief that much progress was being made in improving their communications with the director, previously an area of concern for them. Staff development opportunities appear to contribute to this heightened sense of improvement; however, all parties agreed that additional work must be done. Drivers expressed concern that they were not permitted to use a personal day on either Monday or Friday but that this rule was not consistently applied. The logic for the rule was understood; the issue was that they were unaware of the reasons for exceptions.

The present model for governing transportation can best be characterized as a "top down" model. Driver input in solving problems has been limited. Much of this can be attributed to the condition of the transportation unit as perceived by the division and community. The view has been that progress must be made quickly, serious issues resolved, and more formal processes instituted. The system is changing to allow more driver input into the decision-making process. Drivers indicated that they would like to contribute more to the solutions and be more involved in the decision-making process in appropriate ways. A case-in-point is the problem of too few drivers being available for extra-curricular trips, clearly one of the biggest concerns expressed by administrators, drivers, and teachers. The drivers reported to MGT consultants that a more "open door" policy is now being practiced.

To effect the changes that most believe are necessary to improve the Transportation Department, staff development must continue to evolve. Additional record-keeping is essential to tracking progress toward stated goals. The Superintendent and director, in conjunction with the school board, need to articulate specific goals with which to align staff development. These goals must be written in the SMART goal format to ensure progress:

S = Specific
M = Measurable
A = Actionable
R = Reasonable
T = Time Bound

RECOMMENDATION

Recommendation 8-2:

Adopt the SMART goal format to set direction and monitor results of the progress being made by the Transportation Department.

At the present time, there are no guidelines relating to the length of time students ride the bus, cluster pick-up points vs. individual pick-up points, nor expectations of the Transportation Department. Capturing the specific vision for the transportation function and then translating it into a SMART goal format should ensure that all parties are on the same page. Further, the format should ensure that measurable key indicators of success are defined. Gaining school board support for the changes necessary to make the Transportation Department more effective should pay significant dividends as change occurs within a small community with bus drivers who have been driving for a great number of years.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

8.4 *Vehicle Maintenance, Operations, and Bus Replacement Schedule*

FINDING

Vehicle maintenance responsibilities are performed by two mechanics in a building in Lively that was built in the 1940s. Though the mechanics help maintain the fleet, significant repairs are accomplished by a private vendor in the area. With the exception of tires, there are limited supply parts in the building. Parts are purchased both locally and through Sonny Merryman on an "as needed" basis. No records were found to indicate the costs involved with this process. The garage does not have lift capabilities so mechanics use a portable device when needed. The unit does not keep accurate data to track the vehicle repairs by the mechanics.

The transportation industry and a majority of school districts nationwide rely on a commonly accepted ratio of one mechanic per 20 to 30 vehicles, with 1.25 being the approximate average. This average can fluctuate depending on the age of the fleet, the expertise of the mechanics, the maintenance facility, and the level of maintenance performed. The LCPS ratio is within those parameters.

Lancaster County Public Schools does not require Automotive Service Excellence (ASE) certification as a condition of employment, nor are there any ASE-certified mechanics in the school division.

A well-trained mechanic can have a significant impact on parts replacement and the equipment repair program of any maintenance operation. It is recognized throughout the transportation community that ASE-certified mechanics provide more accurate fault diagnosis, which allows for more effective troubleshooting and subsequent first-time correct repairs of defective equipment.

ASE certification is an important management tool that ensures mechanics are highly skilled and trained. These tests are administered at more than 750 locations nationwide.

Qualified mechanics are needed to maintain school buses and other equipment. ASE certification is an excellent way of determining mechanic qualifications. Because of the value of ASE-certified mechanics, LCPS needs to implement a program to provide ASE certification to its mechanics.

ASE certification must become an ongoing program, with at least one of the division's mechanics being tested annually. Management should consider making it a condition of employment in future years.

RECOMMENDATION

Recommendation 8-3:

Provide ASE certification training for LCPS mechanics.

ASE certification has a direct relationship to a more efficient mechanic workforce. The nominal investment by the division for its mechanics to become ASE certified would pay dividends. Repairs would be done to the highest standards, and the experience gained by mechanics would make them better trained and more effective employees. This should also assist the mechanics in performing the monthly safety inspections required by the Commonwealth and the school division.

FISCAL IMPACT

The cost for taking the test is approximately $350. There would be some expense involved in sending the mechanics to the nearest test site, which is included in the estimate for the ASE training for a total of $500 per year.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Provide Annual ASE Certification Training	($500)	($500)	($500)	($500)	($500)

FINDING

As previously mentioned, records on the types of repairs and cost data need to be more efficiently captured to show which bus was repaired, what was repaired, who repaired it, and the cost of the repair. The same issues are also relevant when discussing the cost for outsourcing and cost of parts ordered "just in time." The Transportation Department does not have a vehicle management information system (VMIS) that has been maintained, nor does it have effective fleet management indicators to help manage the fleet. It is not possible to capture parts repair information under the present system. The ASE training will have the effect of raising the level of awareness of the importance of collecting the right information to make good decisions for transportation. This should be viewed as a first step toward creating a data-driven Transportation Department.

RECOMMENDATION

Recommendation 8-4:

Adopt the performance indicators associated with a vehicle management information system to facilitate effective management of the fleet.

The division is already attempting to capture data in a wide variety of ways in order to ensure a more efficiently run organization. At the present time, records for the maintenance area are not sufficient to allow the director to make sound business decisions. Exhibit 8-2 suggests key performance indicators that can guide the school division toward generating important data to make good decisions concerning the condition of the fleet. MGT is not recommending that a VMIS system be purchased. These systems tend to be more suitable to larger fleets. The indicators are provided to assist the director in determining the key areas for data collection. This will also be helpful when developing and justifying the bus replacement plan.

The next important step in collecting usable data upon which transportation decisions should be based is the adoption of these standards. Collecting every piece of data available is counterproductive. Only those data necessary to track progress toward achieving the Fleet Management Indicators must be collected. When that is accomplished, issues such as the amount of dollars being expended on outsourcing can be reviewed more carefully and appropriate actions taken.

EXHIBIT 8-2
RECOMMENDED FLEET MANAGEMENT INDICATORS FOR
LANCASTER COUNTY PUBLIC SCHOOLS

OVERVIEW OF FLEET MANAGEMENT INDICATORS	PERFORMANCE INDICATOR
Maintenance Performance	■ Miles between road calls ■ Accidents per 100,000 miles ■ Percent of preventive maintenance completed on time ■ Operational rate/percentage for buses and vehicles ■ Turnover time per bus repair ■ Entity performing repairs ■ Is repair maintenance performed in-house ■ Driver requested bus repairs ■ Type of maintenance performed
Cost Efficiency	■ Operational cost per mile ■ Annual operational costs per route for buses ■ Monthly operational costs for non-bus vehicles ■ Bus replacement costs ■ Time mechanics spend repairing vehicle(s) ■ Fuel
Cost Effectiveness	■ Parts replacement and dollar amounts ■ Labor hours ■ Labor cost

Source: Created by MGT, 2005.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

LCPS has a 10-year bus replacement plan but has not been completely successful in funding this plan for the past two years. The conflict between the board of supervisors and school board affects this area as well, negatively impacting on the age of the fleet.

The limited funding for the bus replacement plan poses a serious challenge for the division. A more convincing case must be presented to the board of supervisors to fully fund the bus replacement plan. Exhibit 8-3 indicates the number of buses and their ages.

EXHIBIT 8-3
LANCASTER BUS FLEET/AGE
1990-2004 SCHOOL YEARS

YEAR PURCHASED	NUMBER OF VEHICLES PURCHASED	CURRENT AGE
1990	3	14
1991	2	13
1993	3	12
1994	2	11
1996	4	9
1997	1	8
2000	5	5
2001	8	4
2002	1	3
2003	3	2
2004	2	1

Source: Lancaster County Public Schools Transportation Department, 2005.

The age of the fleet requires that the division follow a strict plan for bus replacement. Deviating from that plan could have negative long-term consequences. If the division were to deviate from the bus replacement plan for any length of time, it would be costly to make up for missed years. Sooner or later, the bus fleet must be replaced. Records indicate that nine buses were requested during the past two years and four were ultimately purchased. Often, there is a serious lag time between the purchase of buses and the actual delivery, which can also cause problems.

COMMENDATION

The division is commended for purchasing four new buses over the last two years during a time of limited resources.

The relationship between the board of supervisors and the school board discussed in detail in Chapter 2.0, Division Administration, has been strained, in large part because of the budget-setting process. The purchase of buses is a significant part of the budget. As this relationship continues to improve, the purchase of buses should become easier to accomplish. A strong case must be made to the board of supervisors that the fleet must be kept current and that this should be done according to a fundable plan. Even though the relationship has been difficult in the past, both political entities are making progress toward improving the educational system of Lancaster County. The purchase of four buses over the past two years is an indication of this progress.

RECOMMENDATION

Recommendation 8-5:

Work with the board of supervisors to get the division's 10-year Bus Replacement Plan back on schedule.

Modifying the division's administrative structure and budgeting process as recommended should improve the school board's relationship with the board of supervisors. This should enable LCPS to successfully persuade that board to support the bus replacement plan. It is important that agreement be reached, because an aging bus fleet is more expensive to maintain and could become a safety concern.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The costs of buses purchased in accordance with the replacement plan are already anticipated as a result of that plan.

FINDING

The maintenance facility is not well suited for maintenance of the transportation fleet. The facility is not equipped to accommodate extensive repair work, making it necessary to contract for significant repairs. The building is also not conducive to storing parts, which means that parts must be ordered whenever they are needed. Parts are delivered by UPS, causing a delay in the repair process. Furthermore, the building is located 11.5 miles from the central office, making it difficult for the director to supervise the facility.

RECOMMENDATION

Recommendation 8-6:

Ensure that the maintenance facility is carefully studied when the division's Facilities Master Plan is being developed so that changes can be made that will make it a more effective transportation maintenance resource.

The Lively maintenance facility is inadequate. The facility is old and counterproductive to the objective of providing quality bus maintenance. Only limited services can be accomplished there. For example, there are no areas that could permit the secure storage of parts within the existing facility. The exception to this rule is bus tires, which are purchased in bulk.

Recommendation 7-1 in Chapter 7.0, Facilities Use and Management, calls for a thorough review of all Lancaster County Public Schools facilities. The division's maintenance facility would benefit from such an assessment. In interviews conducted with the two maintenance personnel, MGT was told that a significant amount of work had to be outsourced. There are reasons why this is necessary. For example, the

mechanics do not have access to the proper equipment to lift a bus and must use a portable jack instead, creating a potentially hazardous situation. The lack of proper equipment is a detriment to efficient operations and will continue to be so until a facility is available that permits this type of work.

The study of all the facilities of LCPS should have the desired effect of considering this problem within the context of the other LCPS building issues. The community can then decide if this problem is an issue they want to resolve and if so, the priority for doing so. A comprehensive long-term facility study should permit this conversation to be held within the context of all building needs.

FISCAL IMPACT

The fiscal impact of this recommendation is included in the cost specified for implementing Recommendation 7-1.

9.0 TECHNOLOGY MANAGEMENT

9.0 TECHNOLOGY MANAGEMENT

This chapter presents findings, commendations, and recommendations relating to administrative and instructional technology use in Lancaster County Public Schools (LCPS). The six sections are:

9.1   Technology Planning
9.2   Organization and Staffing
9.3   Infrastructure
9.4   Hardware and Software
9.5   Professional Development
9.6   Technical Support

When reviewing the administrative technology resources of a school division, MGT examines the computing environment within which the administrative applications operate; the applications themselves and the degree to which they satisfy user needs; the manner in which the infrastructure supports the overall operations of the school division; and the organizational structure within which the administrative technology support personnel operate.

In reviewing instructional technology, MGT analyzes all areas that contribute (or should contribute) to the effective use of technology in the classroom. This ranges from broad areas, such as the technology plan, the organizational structure, and the infrastructure to more specific resources available in the classroom, such as the type of hardware employed, the method of selecting software, and the access to outside resources. Other critical factors assessed include staff development for teachers, school-level technology support and maintenance, and the equitable distribution of technology among schools.

CHAPTER SUMMARY

Technology support for Lancaster County Public Schools is provided by a Technology Coordinator and a Computer/Network Technician. There is also an Instructional Technology Resource Teacher position which provides instructional support to teachers, though that position is currently vacant.

Although LCPS does not yet have a comprehensive infrastructure, it does excel in one infrastructure-related area: providing student progress information to parents via its Web site. This small, rural school division provides this information more effectively than many much larger school systems, both in and outside the Commonwealth of Virginia. Not surprisingly, feedback from parents has been very positive.

One of the more significant areas needing improvement is the infrastructure. LCPS needs to create a wide area network, which would greatly enhance its use of technology. Some of the other recommendations include:

- appointing a full-time Technology Committee;
- creating a Technology Support Unit;
- establishing computer acquisition standards; and
- implementing a Technology Lead Teacher Program.

9.1   Technology Planning

Ten years ago, technology was seen as an add-on in school districts, indeed in many organizations, including many private businesses. Now, technology is a foundational aspect of almost every organization.

Planning is the key to success in using technology. This applies to a school system overall as well as to each of its schools. Schools should have a technology plan that is closely aligned with their curricula. Technology is, after all, a tool—though a very powerful one—that can greatly enhance the teaching and learning process. Similarly, a school system's Technology Plan should be designed to help the school system achieve its educational goals.

The value of planning cannot be overstated. It is the only way that educational enterprises can adequately address five of the most critical factors related to the use of technology, as discussed briefly below.

- **Training.** Professional development is critical for all staff. It is especially important for teachers, however, since it is essential to creating an effective learning environment for students. Unless serious attention is given to what training will be provided, how it will be delivered, when and how frequently it can be made available, and to whom is it directed, effective training will not occur. The price of inadequate training is a considerable loss in the "payoff" on the investment in educational technology resources.

- **Equity.** Despite the best intentions, too frequently imbalances occur in the level of technology resources available at each school. Unfortunately, technology can widen the gap between the "haves" and "have-nots" if it is allowed to do so. Without careful planning at the school division level, there is a risk of inadequately supporting all schools. Similarly, at the school level, there is a risk of leaving out some students.

- **Rapid Change.** Few things change more rapidly than technology. If the implementation and ongoing operation of the technology resources are not carefully monitored, the school system or school will not handle this rapid change effectively.

- **Funding.** Many people identify funding as the greatest barrier to the effective use of technology in the classroom. School systems often do not recognize that funds that have historically been used for other purposes can be redirected to support technology (e.g., textbook funds are now frequently used to purchase instructional software). Unless planning addresses how things will be funded, this barrier will have a considerably greater impact than it should.

- **Credibility.** A plan that outlines how technology resources will be acquired, deployed, and used will help to develop credibility with the community. Both the school board and the public are rightfully anxious to see that tax dollars are spent in an effective manner. Only through

planning is it possible to demonstrate that proposed strategies have been well conceived, that acquisitions of technology resources have been carefully considered, and that every aspect of the implementation is cost effective.

A technology plan must address the specific requirements and preferences of the organization it is designed to serve. Although multiple plans may contain very similar elements, no two plans will be alike. Likewise, while there are guidelines that can help a school division develop a plan suitable for the environment within which it operates, there is no right way to develop a technology plan.

FINDING

Lancaster County Public Schools has produced several technology plans since the mid 1990s. When the Virginia Department of Education (VDOE) created the *Educational Technology Plan for Virginia: 2003-2009*, LCPS developed a new three-year plan.

The plan was created by a group of nine individuals that included the following:

- technology coordinator (chair)
- high school assistant principal
- middle school technology teacher
- middle school principal
- parents (2)
- primary school media specialist
- primary school principal
- high school science teacher

This committee was representative of the entire school division and included people who had a good understanding of technology.

COMMENDATION

Lancaster County Public Schools is commended for establishing a representative group of qualified educators and parents to create a Technology Plan.

Although the Technology Planning Team was composed of a group of well-qualified individuals, it was created only for this one purpose. Once it completed its work, the committee ceased to exist.

FINDING

The current Technology Plan includes the following technology vision:

> *Lancaster County Public Schools realizes the significant impact Technology has on our society today and its implications for the future. The school division further realizes that for its students to be competent and competitive in technology, they must, in the educational process, have access to the latest technology hardware, software, and skills so*

that they may develop appropriately and more competently and comfortably into the technology which surrounds them.

The plan identifies goals that focus on the five primary areas the Virginia Department of Education identified in the *Educational Technology Plan for Virginia: 2003-2009.* Those areas are:

1. Technology integration
2. Staff development and support
3. Infrastructure and connectivity
4. Administrative and instructional applications
5. Accountability

Some of the more noteworthy goals, objectives, and strategies are listed below. The first set of goals address the area of technology integration.

Goal 1 – Improve teaching and learning through the appropriate use of technology.

Goal 1, Objective 2 – School leaders provide support for integration of technology into instruction.

As in so many other instances, the principal is the key to effective technology use in a school. If this objective is achieved, it will have a profound effect on the instructional programs in the schools. A key strategy for achieving this objective is to identify at least one teacher in each school who will be trained as a Technology Lead Teacher and then work within his/her school to help others effectively integrate technology into the curriculum.

Goal 1, Objective 5 – Teachers effectively integrate instructional technology.

Actions identified as part of a strategy for achieving this objective include the following:

- The principal will identify effective use of technology in the classroom.

- The principal will coordinate inservice training opportunities that target teachers who are weak in this area.

- The Technology Lead Teachers will assist teachers who are identified by the principal as needing assistance in this area.

Goal 1, Objective 7 – Teachers use technology-based intervention strategies to improve student achievement.

One key action under this objective is for the Technology Coordinator to establish a software review and selection process to identify appropriate software for use in LCPS schools.

Goal 1, Objective 11 – The Technology Lead Teacher will identify, collect, and distribute model lesson plans which illustrate effective technology integration strategies.

Goal 2 – Improve statewide equity in the implementation of technology-enhanced teaching and learning.

Goal 2, Objective 1, Strategy – Continuously upgrade access, hardware, software, and services to support the integration of technology into instruction.

Continuously upgrading equipment or establishing an equipment replacement plan is critical to successful technology use.

Goal 3, Objective 1 – Site-based instructional technologists are available at all schools.

These goals and objectives are the best way to provide instructional support to teachers.

Noteworthy goals and objectives that fall under the <u>connectivity</u> focus area include the following:

Goal 1 – Ensure that all public schools have access to integrated instructional and administrative services across interoperable high-speed networks.

Goal 1, Objective 2 – All schools are connected through a wide area network with sufficient bandwidth to accommodate instructional and administrative needs.

Goal 1, Objective 3 – Each school local area network has reliable high-speed access to the Internet capable of supporting instructional and administrative applications and initiatives.

A key action that supports this objective is for the Technology Coordinator to review annually the need to increase the number of Internet connections and upgrade those connections as required.

The plan contains a number of other important goals and objectives that, if followed completely, would set LCPS apart from most other divisions in the commonwealth. Some of these will be reinforced in the remaining sections of this chapter.

COMMENDATION

LCPS is commended for developing a Technology Plan that effectively addresses technology use by students and teachers.

Once a Technology Plan has been developed, its real measure is the extent to which it impacts the organization that developed it. Part of MGT's review included assessing

where the division stands with respect to achieving some of the goals and objectives that it set for itself.

FINDING

Technology can be a very powerful resource for many instructional endeavors and is essential to ensuring effective management operations; however, if the technology is to achieve its potential division-wide, effective methods for involving all stakeholders, addressing equity, establishing technology-related standards, and coordinating initiatives must be adopted. The best way to accomplish these objectives is to establish a committee composed of members knowledgeable in technology and representative of all stakeholders.

Currently, LCPS uses an approach where a special committee is established to update the division Technology Plan then disbanded when that task is completed. In fact, the Technology Plan specifies that the "School Board will annually appoint a Technology Committee to review and modify the long-term Technology Plan."

The committee that created the Technology Plan in 2004 was representative of all stakeholders and was composed of people who understood technology, two essential criteria for such a committee. While it is valuable to bring together key stakeholders to help develop a plan for technology use, LCPS would benefit from having a permanent committee to help it address technology issues that go beyond the Technology Plan.

RECOMMENDATION

Recommendation 9-1:

Establish a permanent division-wide Technology Committee.

Involving stakeholders in decisions about technology use is vitally important, and the process employed by LCPS to develop its Technology Plan certainly does that; however, as described below, there are many other areas that can benefit from a review by, and advice from, an ongoing Technology Committee.

The purpose of this committee should be to monitor and provide oversight to all the various technology endeavors of the school system. Although it will deal most frequently with instructional technology issues, it should also be a very good resource for addressing administrative technology issues. To be effective, the committee must not be too large, yet it must include representatives of the various constituencies of the school division. For best results, the committee should be composed of the following:

- eight to 10 members;

- elementary, middle, and high school teacher representatives;

- administrative representatives from the finance and curriculum departments;

- a principal;

- a school-based media specialist;

- at least one parent or community member;

- one business representative who is not employed by a technology company;

- only members who have a good understanding of technology and its uses, at least within their respective areas; and

- only members willing to commit two to three hours per month to the activities of the committee.

The Technology Committee should meet on a monthly basis and should assume the following responsibilities:

- reviewing and updating the Technology Plan annually;

- providing advice on and helping set priorities for administrative technology development efforts;

- establishing recommended lists of technology-based instructional materials and software;

- monitoring the level of division staffing available to support administrative and instructional technology and promote increases as necessary;

- assisting in the development of technology budgets;

- providing advice on the distribution of local, state, and federal funds that can be used to support technology (as applicable);

- providing advice and guidance on the types and amount of technology-related professional development that should be made available;

- assisting in the development of hardware, software, and network standards;

- monitoring the equitable distribution of technology among the schools;

- offering advice on technology grant applications/proposals;

- reviewing and recommending acceptance or rejection of any proposed technology pilots the division might receive from vendors; and

- recommending revisions in policies and procedures that impact technology use.

The Technology Committee should address most, if not all, of these areas through subcommittees. For example, if the committee were addressing the issue of instructional software acquisition, the Technology Committee would form a subcommittee composed of two or three of its members and other individuals who have expertise in that area. Following their deliberations, the subcommittee would present its recommendations to the full committee, who would in turn seek approval from the Superintendent and the school board. Through this mode of operation, the Technology Committee would become a key resource for the Superintendent and the school board. Although the committee should be an advisory body, this approach would enable it to become very influential with respect to technology use in the school division.

Given the number of responsibilities cited here for the Technology Committee and the suggested approach of creating subcommittees to address each issue, it might appear that those who serve on the Technology Committee will be spending most of their time on committee work. In fact, the subcommittee approach is designed to accomplish two things: 1) reduce the amount of time each Technology Committee member must devote to the functions of that committee; and 2) spread the responsibility for contributing to the division's technology strategies among a large number of people throughout the school system and beyond.

Unless it is necessary to address some urgent issue, the full Technology Committee would meet only once per month. Interactions between the members would, of course, continue during the intervening time via telephone and electronic mail. Most of the work of the committee would be performed by subcommittees. Thus, using this strategy, Technology Committee members should normally be able to discharge their responsibilities for this function in three hours or less per month.

At its first meeting, the committee should formalize its operating rules. It should elect from its membership a chair and vice-chair. The Technology Committee should determine how it will record its actions and decisions, how long its members will serve, and how it will conduct its business. Although the particular manner in which it chooses to do business is not too important, it is important that it formalize its operations. Such action will contribute to its becoming an effective and influential group.

The Technology Coordinator and the Instructional Technology Resource Teacher should serve as ex-officio, non-voting members of the Technology Committee. In addition, those individuals should provide staff support for the committee, e.g., reserve space for meetings, remind members of meeting dates and locations, prepare agendas, produce meeting minutes, etc.

LCPS should begin immediately to implement this recommendation so that a fully operational Technology Committee will be functioning no later than July 2006.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

9.2   *Organization and Staffing*

Ideally, technology is one area of a school division that supports all administrative and instructional personnel in a constructive way. Organizing technology resources to effectively achieve this outcome can be challenging, at least for some school divisions.

The International Society for Technology in Education (ISTE), an internationally recognized non-profit organization dedicated to advancing the effective use of technology in PK-12 education, has developed a Technology Support Index rubric to assist school divisions in determining their needs in a variety of technology support areas. In the index, school divisions are divided into one of the following four categories for various areas of technology usage and support:

- deficient (beginning support capability)
- limited (isolated areas of effective support)
- satisfactory (very good support provided in most areas)
- outstanding (excellent support in most areas).

With respect to organizational structure, the Technology Support Index classifies school divisions as "satisfactory" when they have a structure where the "technical support functions and instructional technology functions report differently, but each unit is cohesively organized and there is communication between units." Higher-functioning divisions, those functioning at an "outstanding" level, instead have an organizational structure where all of "the technology functions report through the same unit in the organization, providing for a logical chain of command and communication structures…."

FINDING

Lancaster County Public Schools technology is supported by three positions. The Technology Coordinator reports to the Superintendent and has overall responsibility for hardware and network support. A computer technician reports to the Technology Coordinator and has the primary responsibility for maintaining and repairing equipment. The third support person is the Instructional Technology Resource Teacher, who reports to the Assistant Superintendent. This individual provides instructional support to teachers as they employ technology in their lessons.

About the time that MGT's review of LCPS began, the Technology Coordinator who had served the division for several years decided to retire and the Network/Computer Technician was promoted to his position. Though she has very good technology-related skills, she does not have a lot of experience with managing the technology function as is required for that position. Nevertheless, her military and teaching experience should enable her to effectively carry out the responsibilities.

The Network/Computer Technician position became vacant in early October 2005 when the current Technology Coordinator was promoted. Recognizing the importance of having another technical support person on board, the new Technology Coordinator immediately began the process of hiring a technician. A new technician was hired and started officially with the division the first week of January 2006.

Effective July 1, 2004, the Commonwealth of Virginia started providing funds to school divisions to facilitate the use of technology in schools. The Superintendent of Public Instruction in a superintendent's memorandum identified the purposes for which those funds were to be used. To quote the Superintendent, "Local School Boards shall employ two positions per 1,000 students in grades kindergarten through 12, one to provide technology support and one to serve as an instructional technology resource teacher."

In July 2005, LCPS hired a person to serve as the Instructional Technology Resource Teacher. This position reports to the Assistant Superintendent. After only a few months on the job, however, the incumbent in this position resigned due to a variety of factors, including "frustrations" she had experienced in trying to fulfill the responsibilities of her position, and more importantly, problems she had encountered in obtaining an appropriate teaching license. This position remained vacant on February 1, 2006.

According to information provided by the Technology Coordinator, this position is responsible for maintaining approximately 640 computers that are used for instructional purposes in the four schools. There are 14 computers in the central office, plus approximately 30 more computers in the schools and elsewhere that are used for administrative purposes. The following is a list of the approximate number of computers at each of the schools:

- Lancaster High School: 240
- Lancaster Middle School: 210
- Lancaster Primary School: 180
- Lancaster Alternative School: 9

The fact that the Network/Computer Technician position was vacant for a couple of months may partially explain the dissatisfaction with instructional technology support that was expressed by teachers in the survey on LCPS operations that MGT conducted a few weeks before the on-site visit. Several questions on the MGT survey of central administrators, principals, and teachers related to technology management and use in LCPS. Exhibit 9-1 reviews some of the relevant survey responses. As the exhibit shows, there is a mixed reaction to the division's support of instructional technology, given that 56 percent of teachers described the division's support of instructional technology as *fair* or *poor*. However, only 30 percent of administrators responded similarly. On another question where respondents were asked to make judgments about whether instructional technology support needs improvement, 60 percent of administrators and 58 percent of teachers indicated that instructional technology support *needs improvement* or *needs major improvement*.

EXHIBIT 9-1
COMPARISON SURVEY RESPONSES
WITHIN LANCASTER COUNTY PUBLIC SCHOOLS

SURVEY STATEMENT OR FUNCTIONAL AREA	ADMINISTRATORS/ PRINCIPALS	TEACHERS
	(% Good + Excellent) / (% Fair + Poor)[1]	
The school division's job of providing adequate instructional technology.	70/30	42/56
The school division's use of technology for administrative purposes.	90/10	46/31
	(% Agree + Strongly Agree) / % Disagree + Strongly Disagree)[2]	
I have adequate equipment and computer support to conduct my work.	90/10	56/25
The school division provides adequate technology-related staff development.	80/20	44/31
The school division requests input on the long-range technology plan.	90/10	33/30
The school division provides adequate technical support.	80/10	46/42
	(% Needs Improvement + Needs Major Improvement) / (% Adequate + Outstanding)[3]	
Data Processing	50/40	21/45
Administrative Technology	30/70	20/41
Instructional Technology	60/40	58/41
Instructional Support	10/80	35/60
Staff Development	40/60	50/42

[1] Percent responding *Good* or *Excellent* / Percent responding *Fair* or *Poor.*

[2] Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*.

[3] Percent responding *Needs Improvement* or *Needs Major Improvement* / Percent responding *Adequate* or *Outstanding.*

Contrary to the reaction on instructional technology, there is more satisfaction with the division's support for administrative technology. Ninety percent of administrators described the support of administrative technology as either *good* or *excellent*. On another question in which administrators were asked to make a judgment about the division's support of administrative technology, 70 percent described it as *adequate* or *outstanding*.

When all three positions are filled, support for technology in LCPS will likely improve, provided most or all of the recommendations outlined in this chapter are implemented. One of the more critical needs is to change the organizational structure slightly so that there is a team of people working together to help teachers use technology more effectively.

RECOMMENDATION

Recommendation 9-2:

Establish a three-person technology support unit that will work together to address both instructional and technical challenges faced by teachers.

If the Instructional Technology Resource Teacher position is united with the Technology Coordinator and the Network/Computer Technician position, there will be three people addressing technical and instructional support issues. While the Instructional Technology Resource Teacher should not spend time dealing with technical issues, having that person in the same group as those who do will greatly facilitate communications among these support personnel. The technicians will gain a better understanding of the instructional issues that prompt teachers to seek assistance, and the Instructional Technology Resource Teacher will better understand the problems associated with rendering technical assistance. In time, this structure, and the implementation of the technology support recommendations outlined in section 9.6, should enable LCPS to improve its technology-related support of schools.

This restructuring will also put LCPS in the position that ISTE describes as "outstanding" with respect to organizational structure, i.e., both the technical and instructional support personnel will be part of the same unit. Exhibit 9-2 reflects the structure of the new unit.

EXHIBIT 9-2
PROPOSED LANCASTER COUNTY PUBLIC SCHOOLS
TECHNOLOGY SUPPORT UNIT

```
                    ┌─────────────────────────┐
                    │ Technology Coordinator  │
                    └─────────────────────────┘
                                │
                ┌───────────────┴───────────────┐
    ┌───────────────────────┐       ┌───────────────────────┐
    │   Network/Computer     │       │      Instructional     │
    │      Technician        │       │       Technology       │
    │                        │       │    Resource Teacher    │
    └───────────────────────┘       └───────────────────────┘
```
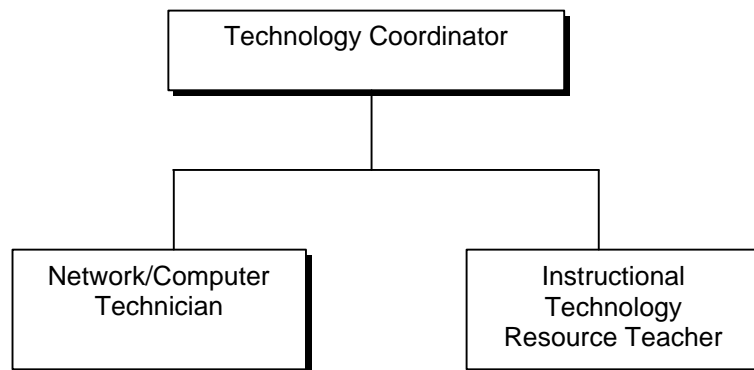
Source: Created by MGT of America, December 2005.

Although the Instructional Technology Resource Teacher position will be transferred to the Technology Support Unit, it is imperative that the person in that position stay in close contact with the division's Executive Director of Academic Achievement to be sure that the instructional support that is provided coincides with the curriculum objectives of LCPS. Similarly, there should be close communication between the Technology Unit and the SASI Coordinator, as the person in that position is closely connected to the technology function.

Since the Instructional Technology Resource Teacher position is vacant, every effort should be made to fill it as soon as possible. This position is vital to the division's efforts to integrate technology into the curriculum.

FISCAL IMPACT

This recommendation can be implemented with existing resources

9.3   *Infrastructure*

Infrastructure is the underlying system of cabling, communications lines, hubs, switches, and routers that connects the various parts of a wide area network (WAN). It is similar in nature to a human skeleton or a country's road network—it accomplishes no work on its own, but rather enables other systems to perform their functions.

Of all technology resources, infrastructure is probably the most important. If a sound infrastructure is in place, most users will have a means of accessing people and information throughout their organization and beyond, greatly facilitating their ability to accomplish the responsibilities of their job. Increased efficiency and effectiveness will be the result. Without an effective infrastructure, such capabilities are very limited.

Given the capabilities and benefits that will accrue, most organizations, both public and private, have learned that to achieve their desired level of success, they must invest adequately in an infrastructure. This is particularly true in a school division environment, which typically has a central office and multiple school sites spread over a wide area.

The most fundamental requirement of a sound infrastructure is a WAN that serves all users in the enterprise. A key function of a WAN is to connect the local area networks (LANs) that are located throughout the enterprise. A LAN is typically found within a building and serves to connect all the users within that building to one local network. Connecting the LAN to a WAN allows all LAN users access to others in the enterprise, as well as to the electronic world beyond. An enterprise that has every user connected through a LAN to a WAN has the infrastructure necessary to take full advantage of the telecommunications capabilities that exist today and those that will be available tomorrow.

A WAN provides to all users the capability of communicating with all other personnel in the organization through an electronic mail system. Typically, it also provides a bridge to the Internet and World Wide Web, which allows anyone connected to the WAN to access information and people outside the organization. WANs also allow authorized individuals in one office to access files of information in another office. WANs are often "closed," meaning that security measures prevent persons outside the confines of the WAN from accessing information housed within the WAN without a password and/or personal identification number.

FINDING

As discussed later in this section, LCPS does not have the caliber of infrastructure that it needs; yet, there is one area in which LCPS excels: using the division's Web site to provide parents with information on their children's progress in school.

Under the direction of the student information management specialist, a system called InTouch/OnLine has been implemented to allow parents to monitor the progress of their children who attend an LCPS school. To quote information provided to parents on the registration forms:

> *InTouch/OnLine is a communication tool assisting parents/guardians and teachers in working together to provide an essential and challenging education for Lancaster County's students. The Web site provides access to a student's confidential information including homework assignments, grades, attendance, discipline and demographic information. Parents have access to only their child's information.*

> *Access to the confidential student information on InTouch/OnLine is protected by the password. Parents may choose with whom to share it, and students may have their own accounts with parental permission. While most parents/guardians are known to the school office personnel, a photo i.d. may be requested for identification verification.*

COMMENDATION

Lancaster County Public Schools is commended for providing student progress information to parents via the LCPS Web Site.

MGT has not seen many school divisions across the country that are doing as well as LCPS in this important area. Not surprisingly, the parental feedback on the system has been very positive.

FINDING

During interviews, several people indicated that the LCPS infrastructure is not adequate. Comments included the following:

- The infrastructure does not support all that we want to do.

- We have a good number of hardware and software resources, but we are not always able to use them because of the lack of an adequate infrastructure.

- Sometimes you can't get on the network.

- The infrastructure stinks.

The inadequacies of the infrastructure probably also contributed to the survey results cited above in which 56 percent of LCPS teachers rated the division's support of instructional technology as *fair* or *poor*, and when responding to a similar question, 58 percent of teachers described LCPS support of instructional technology as *needs improvement* or *needs major improvement*. If some of the computers in a teacher's classroom or in a lab have intermittent technical problems, regardless of the cause, teachers—or any users for that matter—are going to be dissatisfied with the support being provided.

Objective 2 under the division's Connectivity Goals outlined in the Technology Plan reads as follows, "All schools are connected through a wide area network with sufficient bandwidth to accommodate instructional and administrative needs." Despite this objective, although each school has a local area network, LCPS does not yet have a wide area network. With the implementation of a sound WAN, many current problems will be eliminated.

RECOMMENDATION

Recommendation 9-3:

Implement a WAN as a means of enhancing communications and administrative operations.

The first step in this process is to develop a plan for implementing a WAN that will connect all LCPS facilities. The objective of the plan will be to connect each of the LANs in the schools to the central office. As this plan is being developed, consideration should be given to installing wireless communications wherever it is feasible to do so.

The Technology Coordinator should develop the plan; however, if time commitments prevent in-house staff from developing the plan within a reasonable time frame, LCPS should consider bringing in a consultant.

When implementing a WAN, a fiber optic cable is normally used to connect buildings that are less than two kilometers apart. Fiber connections within this distance will operate at the same speed as the main network. Slower copper cables are used for distances greater than this and require routers for connectivity.

A WAN is a highly valuable resource, one that will benefit every school and administrative office in the division. Implementing a WAN, however, is not a trivial matter. It will require a significant investment of time, energy, and financial resources.

Once the WAN has been implemented, LCPS will want to consider developing an Intranet that serves as a private communications vehicle available for access only by school division employees and other authorized users. An Intranet's Web sites look just like any other Web sites, but the firewall surrounding an Intranet fends off unauthorized access.

Secure Intranets are now the fastest growing segment of the Internet because they are much less expensive to build and manage than other private networks. Effective Intranets typically contain common forms and information related to human resources, purchasing, and general division policies.

Another resource that LCPS will want to consider purchasing when the WAN has been implemented is network management tools that will help diagnose and correct problems that are encountered on the network. These tools should also support the distribution of software to remote users and monitor security problems. Such tools frequently eliminate the need for a technician to physically go on-site to address network problems.

FISCAL IMPACT

The estimated total cost to complete the implementation of the WAN is $65,000, which will be expended over the next five years. This total includes operating costs to maintain the network after it is in place.

Six LCPS sites need to be connected to the WAN. Four of those have LANs: the central office, the primary school, the middle school, and the high school. There are a couple of computers at the transportation garage and nine computers at the alternative school, all of which need to be connected to the WAN.

Each LAN-to-WAN connection is projected to cost $5,000. When all offices have been connected, communications line costs will be an estimated $600 per month, yielding an annual cost of $7,200. In the fourth and fifth years, an additional $3,500 will be needed to cover upgrade and replacement costs. The first year costs in the chart below also include $2,000, which should be sufficient to link the computers at the alternative school and the transportation garage to the WAN.

It is important to note that when the plan for implementing a WAN is developed, that effort will yield much more accurate cost estimates. The estimates below are based largely on MGT's experience in this area, not on the specifics that will be known as a result of the planning effort. Such particulars as the exact number of computers that must be connected; the actual costs of communications lines in the Lancaster County area; and the distances involved, for example, will enable the Technology Coordinator to develop more accurate cost estimates.

Note also that some of these costs should be eligible for E-rate funding.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Implement a WAN	($29,200)	($7,200)	($7,200)	($10,700)	($10,700)

FINDING

In any enterprise, but particularly in an educational environment, it is critical to ensure that appropriate security measures have been implemented. The Superintendent and school board are understandably very concerned about the security issue, as well they should be. Thus, it is absolutely essential that security be closely monitored as the WAN implementation effort progresses.

RECOMMENDATION

Recommendation 9-4:

Ensure that all appropriate security measures are implemented as the WAN is constructed.

Most appropriately, the Technology Plan addresses security. Under the goals that relate to the infrastructure, the following strategy is specified: "The Technology Coordinator will develop a policy implementing network security and data recovery." A second strategy

specifies that LCPS should "maintain network filtering solutions that are CIPA (Children's Internet Protection Act) compliant." Thus, this recommendation is consistent with the division's Technology Plan.

The primary security feature that must be implemented is a firewall that will limit outside access to information maintained by systems within the WAN. This has become a standard method of protecting the integrity of data owned by an organization and will be a routine function to incorporate into the WAN as it is being built. A critical part of ensuring adequate security is having knowledgeable people on staff (or available through contract) who can oversee the implementation of the firewall and administer all aspects of the network, including security.

Of course, other security measures must be implemented as well. For example, the standard multi-level password capability should be an integral part of security. Encryption may also be used, but decisions to that effect are best made once it is determined what data are to be transported to and from various nodes within the WAN. This should be a decision jointly made by the applicable users and the Technology Coordinator.

FISCAL IMPACT

The cost of implementing the security measures are included in the costs cited in Recommendation 9-3 for implementing the WAN.

FINDING

During the last three years, LCPS has obtained the following in E-Rate discounts for support of costs associated with Internet access and other telecommunications services:

- 2005-06: $ 53,301
- 2004-05: $ 47,441
- 2003-04: $ 53,848

As reported above, the Technology Coordinator position became vacant in early November 2005. The person who held that position managed the E-Rate process for LCPS. That responsibility now falls to his successor, the new Technology Coordinator. Since she does not have much experience with E-Rate, it is critical that she become knowledgeable about the program as soon as possible.

RECOMMENDATION

Recommendation 9-5:

Continue the effort to learn the intricacies of the E-Rate program so that the division will continue to obtain discounts on the telecommunications services that it provides to schools.

During interviews, the Technology Coordinator indicated that she was aware of the importance of this effort and the need to become knowledgeable about the E-Rate program. In fact, she said that she was already taking steps to learn about the program

and, to that end, had recently attended some E-Rate training in Norfolk and participated in sessions at the VDOE Educational Technology Conference in Roanoke in early December 2005. Hence, this recommendation is provided to underscore the importance of this effort.

Sources for learning about the E-Rate program include staff at the Virginia Department of Education, other educational technology conferences, and various training opportunities that are occasionally available on the Web at no cost.

The degree to which the new Technology Coordinator becomes familiar with the program will have a significant effect upon the amount of E-Rate discounts that LCPS receives in the coming year and beyond.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

9.4   *Hardware and Software*

MGT's review of equipment involves an analysis of the type of hardware resources available for staff, teacher, and student use. While computers are the predominant resource in the classroom, other relevant technologies include, but are not limited to, digital cameras, projectors, and networking equipment. It is important that computers used for instruction have sufficient power and speed to support the use of recently developed multimedia courseware and effective access to the Internet/World Wide Web. All such computers should be networked. Similarly, computers that are used for administrative purposes also need sufficient power and speed if they are to effectively use the more advanced software tools available for data storage, manipulation, and analysis. Administrative computers, too, should be networked.

While the price of hardware is generally declining, the cost of software is increasing. This is primarily because software actually translates into personnel costs, (i.e., software development is usually a labor-intensive activity that requires skilled technicians who earn relatively high salaries). As a result, the task of selecting software for use in any organization is becoming more difficult. This is particularly true of educational entities because they require more diverse types of software than do governmental agencies or private corporations.

FINDING

As of the date of MGT's on-site visit to Lancaster County Public Schools, there were almost 650 computers in use in the division. There are no standards or guidelines for LCPS staff to follow in purchasing computers. The result is that schools decide for themselves which hardware to purchase. Because funds are limited, schools are likely to purchase the least expensive systems they can find, which is usually not the best strategy when purchasing computers and other technology products.

Problems that may occur when there are no standards include the following:

- Equipment may not conform to the technology implementation plan under which the school and/or school system is operating.

- Multiple brands of equipment add complexity to the technical support function, thereby making an already difficult task more challenging.

- Computers may not adhere to minimum power and speed standards, meaning they may become obsolete much more rapidly.

- New equipment may introduce compatibility problems.

Like many school systems, Lancaster County Public Schools places a great emphasis upon site-based management. This approach provides a great deal of administrative latitude to principals, which in many ways is an excellent educational strategy; however, one area where the site-based management approach often creates problems, and in fact can become very costly, is that of technology acquisitions. In divisions where site-based management flourishes, technology company marketing representatives typically call directly on school personnel.

When schools are not required to adhere to acquisition standards, they decide for themselves which hardware to purchase. The freedom from standards encourages schools with limited resources to purchase the least expensive systems they can find, without regard to age, power, or speed. When buyers with limited technical expertise try to save money purchasing technology products and do not follow the advice of more knowledgeable individuals, mistakes are common.

RECOMMENDATION

Recommendation 9-6:

Establish computer acquisition standards to ensure that Lancaster County Public Schools acquires only state-of-the-art computers, thereby maximizing the useful life of new equipment.

Because change in the technology industry is so rapid and constant, it is exceedingly difficult for the most seasoned technology veteran to keep up with what seem to be almost daily developments. These rapid changes make it practically impossible for even the most knowledgeable school-based personnel to keep abreast of these new developments (unless they forego their regular teaching or administrative responsibilities). Consequently, it is imperative that schools receive guidance from outside sources that enable them to avoid serious mistakes as they acquire technology resources.

To provide this guidance, standards should be established, and those standards should require that purchases be made at the higher end of the power scale. A subcommittee of the Technology Committee should be formed to address this issue. While two or three committee members should serve on this subcommittee, it should also include other LCPS staff members who are well versed in the computer market. In addition, it would be wise to include a knowledgeable member of the community on this subcommittee, although that person should not be employed by a company that manufactures or

markets computers. Even if it is necessary to hire consultants from the outside to provide the necessary expertise, it is critical that expert advice be included.

Once acquisition standards have been established, the school board should adopt them as LCPS policy. This policy should require that all LCPS staff adhere to the standards, regardless of the source of funds used to purchase the equipment.

FISCAL IMPACT

This recommendation can be implemented with existing resources. In fact, implementing this recommendation will result in savings that cannot be projected, since there will be fewer different types of computers for the technical support staff to maintain. Moreover, there is the potential for additional savings since, by purchasing computers from only one computer manufacturer, larger quantities can be acquired. This will increase the likelihood of obtaining quantity discounts.

FINDING

Like most school systems, LCPS does not have an organized way of replacing computers. The only way to avoid having computers become too old to be effective tools is to implement a replacement cycle that refreshes the computers every few years.

Recognizing that it needs to keep its technology resources up-to-date, the division specifies in its Technology Plan that it will "continuously upgrade access, hardware, software, and services to support the integration of technology into instruction."

In the International Society for Technology in Education's Technology Support Index, school districts that operate at a "satisfactory" level replace technology equipment on a four- or five-year replacement cycle. In "outstanding" school districts, equipment is replaced on a three-year cycle. During a Technology Support Project conducted by ISTE, it was found that establishing a computer replacement cycle allowed districts to avoid obsolescence and provided for better support, thereby reducing the total cost of ownership (TCO). TCO is an indicator used in business to determine the costs associated with the acquisition and maintenance of computers and other technologies over their lifetime.

RECOMMENDATION

Recommendation 9-7:

Adopt a policy that specifies a replacement cycle for all LCPS computers.

Because technology advances so rapidly, it is critical that computer purchases are evaluated against the current market to ensure that the investment is as cost-effective as possible. This is particularly true when financial resources are limited. For this reason, it is important that LCPS establish a purchasing strategy that ensures that only state-of-the-art computers are acquired, thereby maximizing the useful life of new equipment. Additionally, a replacement cycle for these systems should be established to ensure proper support.

Creating a life cycle for new computers involves purchasing replacement equipment every few years. The ideal cycle is three years, which is typical in private industry, but most school systems find that cost to be prohibitive. Most computer manufacturers also provide a three-year warranty for their equipment, thereby making the three-year cycle more attractive.

The Technology Committee should draft the proposed replacement policy, taking into account the fiscal impact that regular replacement cycles will have on the division's budget and considering the negative fiscal impact of retaining obsolete equipment. Once the Technology Committee has developed a replacement cycle recommendation, the school board should adopt that recommendation, thereby formally establishing a replacement policy for the division.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

9.5   *Professional Development*

Training in the use of technology is the most critical factor in determining whether technology is used effectively. Teachers and administrators must be comfortable using technology, and they must know much more than merely how to operate the equipment. In fact, teachers must know how to integrate technology effectively into their teaching, and administrators must know how to use it to better manage their schools and their division as a whole. Studies indicate that it may take three, four, or even five years for a teacher to acquire the level of expertise desired. Consequently, it should be recognized that mastering this approach is not something that can be achieved quickly. Planning and support for technology-related professional development must take this into account.

Training must also be ongoing. Teachers and administrators need continuous opportunities to improve their technology skills and to share new strategies and techniques with peers. While face-to-face interaction is essential, technology can also facilitate communication through email and interactive Web sites.

Technology integration involves more than learning to replicate common tasks such as lecturing and record keeping using computers. Teacher roles, instructional strategies, the organization of curriculum, and classroom management often have to change in order to take advantage of technology. Professional development should support teachers as they make these transitions.

School and division administrators are the key to integrating technology into the curriculum. Although teachers are on the front lines, administrators are often the driving force behind increasing levels of technology use in the schools. Administrators that make technology a priority in their schools will have teachers that make technology a priority in their classrooms.

Just as it is critical that teachers and administrators receive extensive staff development, it is also important for technical staff to participate regularly in training programs that enable them to stay current. No industry changes as rapidly as the technology industry.

In order for technical support staff to continue to provide the level of support that a school division requires, they should participate in effective training programs at least annually.

FINDING

Since July 1, 2004, the Commonwealth of Virginia has annually provided funds to school divisions to facilitate the use of technology in schools. The State Superintendent of Public Instruction in a superintendent's memorandum identified the purposes for which those funds were to be used. To quote the superintendent, "Local School Boards shall employ two positions per 1,000 students in grades kindergarten through 12, one to provide technology support and one to serve as an instructional technology resource teacher."

Starting on July 1, 2005, LCPS used a portion of these funds to hire an Instructional Technology Resource Teacher. The responsibilities of this position include assisting teachers with integrating technology into the curriculum, training teachers to use technology in an effective manner, and assisting with curriculum development as it relates to educational technology. Although the Instructional Technology Resource Teacher must be a licensed teacher, the position is intended to serve as a resource to classroom teachers, not as a classroom teacher.

As indicated earlier, the Instructional Technology Resource Teacher resigned about five months after she had been hired. It is important that LCPS fill this position as soon as possible.

One of the actions cited in the Technology Plan as a means of integrating technology into the curriculum reads as follows, "At least one teacher in each school will be trained as a technology lead teacher and under the direction of the Technology Coordinator he/she will help other teachers within the school to effectively integrate technology into the curriculum." This is an excellent strategy, but unfortunately it has not been implemented. When a new Instructional Technology Resource Teacher is hired, that person should be assigned the responsibility of implementing the Lead Teacher Program.

In fact, consideration should be given to expanding this concept to include more than one technology lead teacher in each school. An approach such as this has been implemented in a small Tennessee school district in which MGT did some work recently. That district had two to three (one school had seven) "technology lead" teachers in each school, and they all served as resources for their colleagues. Collectively, these teachers made up what was called the "Core Team" of teachers, and they were a great resource not only for their schools, but for the entire district.

RECOMMENDATION

Recommendation 9-8:

Implement a technology lead teacher program in which each school has two or more technology savvy teachers who volunteer to serve as Technology Lead Teachers.

The Technology Plan cites several areas in which these lead teachers should assist other teachers. These include:

■ assisting and supporting teachers who have identified weaknesses in effective use of technology (p. 8);

■ identifying, collecting and distributing model lesson plans which illustrate the effective integration of technology (p.10);

■ providing training in the use of advanced technologies (p.11); and

■ developing and implementing instructional models for integrating technology into content areas (p.11).

If assigned the responsibility of implementing this program, the Instructional Technology Resource Teacher can train teachers to provide the kinds of assistance that are most valued by teachers, e.g., working one-on-one with teachers on specific lesson plans, modeling the use of technology in the classroom, assembling resources that can be used by teachers in the classroom, etc. In fact, these are the very types of assistance that the Instructional Technology Resource Teacher is required to provide.

In some instances, teachers who perform such a support role receive a monthly stipend to compensate them for this extra responsibility. In other cases, the only benefit that such teachers are given is an extra free period that enables them to help others without always having to stay late in the afternoons. Another benefit is that sometimes these teachers are paid to provide teacher training workshops during the summer.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

An approach to professional development that is becoming very popular today is online or Web-based training. Teachers with computers at home, or with computers they check out from school for home use, sign on to the Internet to take courses. These courses are offered by both public and private entities. Some are very primitive, with little more than lecture notes placed online. Others, however, are very sophisticated, with online mentors to help students, interactive activities, chat rooms, and other tactics that build a sense of community among the participants. Because the courses are online, teachers can access the material whenever it is convenient for them, whether that is on a Sunday afternoon or at 1:00 in the morning. If teachers are already comfortable with the technology, this is a low-cost, high-impact approach to professional development.

RECOMMENDATION

Recommendation 9-9:

Review all of the options for offering Web-based professional development and strongly encourage teachers to take advantage of these opportunities.

To facilitate a review and assessment of Web-based professional development programs, we have provided the following partial list of organizations that offer such courses, along with their Web addresses. The Instructional Technology Resource Teacher, working with a subcommittee of the Technology Committee, should review all of these as well as any others that he/she identifies on the World Wide Web.

- ASCD (Association for Supervision and Development) Professional Development Online – www.ascd.org/framepdonline.html

- Atomic Learning – www.atomiclearning.com

- Classroom Connect – cu.classroom.com/logon.asp

- iEARN (International Education and Resource Network) – www.iearn.org/professional/online.html

- Marco Polo – www.marcopolo-education.org/

- OnlineLearning.net – www.onlinelearning.net

- Pearson Learning's Skylight Professional Development – www.skylightedu.com/courses/

- T.H.E. (Technological Horizons in Education) Institute – www.thejournal.com/institute.

This approach will provide teachers with more professional development options, as well as flexibility to take advantage of training activities at times that fit best into their busy schedules. It is also important to note that promoting this new approach to staff development is a way of providing guidance and direction to the division's instructional staff.

It should be recognized that these courses are not provided to teachers for free. There will be some costs associated with using them. For example, Classroom Connect's Connected University has four departments offering courses in the following areas of study:

- technology integration
- mathematics
- educational leadership
- curriculum and instruction

A full list of these courses can be viewed at the following Web site: http://cu.classroom.com/pdfs/ResourceCatalog.pdf.

A subscription to Connected University courses costs $399. Special pricing options for building and division purchases are also available; hence, the actual cost is unknown but negotiable.

Another example comes from a second provider listed above: T.H.E. Institute. This organization offers four courses in Integrating Technology in the Curriculum; one each in Social Studies, Science, Mathematics and English/Language Arts. These courses cost $149 each. Course moderation ($50) and graduate credit ($90-110) are additional options. Volume discounts are available. T.H.E. Institute also offers two courses in Using Technology in Education, also at $149, and a course in Internet Literacy at $79.

Although they vary somewhat, the rates charged by the other providers are similar to those identified for Classroom Connect and T.H.E. Institute.

FISCAL IMPACT

There will be costs associated with implementing this recommendation, but they are impossible to determine. This is true for several reasons, such as prices are negotiable; prices vary from vendor to vendor; the actual amount of courses to be used is unknown; the areas of need are not known; etc. Thus it becomes clear why a representative group of people is needed to help assess the options and develop plans for expanding upon this type of professional development.

It should also be noted that, since funds are already available for professional development, they should be used for this purpose, making these expenditures more of a reallocation of funds than a new budget item.

FINDING

Often when budgets are tight, funding for professional development is one of the first line items reduced. While that is not a good situation for any professional, it can be particularly problematic for technical staff. Because the technology environment moves so rapidly, it is exceedingly difficult to keep technical skills current. Unless technical staff members receive training regularly, they can easily fall behind, and as a consequence, not be able to provide the level of support that the school division requires.

It is essential that the Technology Coordinator and the Computer/Network Technician receive training that will allow them to keep up-to-date in their field, especially with regard to network management.

It is also important that the Instructional Technology Resource Teacher receive professional development. If he/she is going to identify quality resources and stay informed on the best uses of new technologies, that person must attend educational technology conferences and take advantage of other learning opportunities.

ISTE's Technology Support Index describes "outstanding" divisions as those where "technical staff receives ample training as a normal part of their employment, including training toward certification."

RECOMMENDATION

Recommendation 9-10:

Implement a strategy whereby technical support personnel and the Instructional Technology Resource Teacher develop and execute a personal professional development plan each year.

If technology support staff members are to be expected to effectively support LCPS teachers, students, and staff, it is critical that they are knowledgeable and skilled in network management, hardware maintenance, software operation and use, and all other areas of technology support. Unless adequate training is provided, technical skills will decline relative to the new developments that are occurring in the technology industry.

Funds must be available to cover the costs associated with carrying out the individual professional development plans. One of the functions of the Technology Committee should be to review these technical support personnel training expenses annually to ensure that they are adequate to provide the training required. Of course, if a subcommittee concludes that this level of funding is not adequate, it will help to secure an increase in the next budget. If, on the other hand, the subcommittee concludes that the training expenses are more than adequate, it will propose reductions.

Another tactic employed by many school districts is to bundle training with the acquisition of technology resources. That way they are sometimes able to get the training for very little or no cost. Even if it does increase the cost marginally for a set of products, the training that comes with the products usually can be covered by the capital funds that purchased the product.

FISCAL IMPACT

The projected annual costs for professional development are based on allocating $1,000 each year for the Network/Computer Technician and the Instructional Technology Resource Teacher, and $1,500 per year for the Technology Coordinator. The projections below are predicated on establishing the training budget beginning with the 2006-07 fiscal year (($1,000 x 2 = $2,000) + $1,500 = $3,500).

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Implement Personal Professional Development Plans	($3,500)	($3,500)	($3,500)	($3,500)	($3,500)

9.6   *Technical Support*

Only training is more important than technical support in determining how effectively technology is used in the classroom. Frequently teachers, even those with considerable experience with technology, encounter difficulties that interrupt their planning or classroom activities. Unless they are able to get quick responses, their effectiveness is diminished. Teacher questions typically include:

- Why is one of the computers in my classroom malfunctioning so often?

- Why does my connection to the Internet keep disappearing?

- How do I direct a document to another printer in the building?

- How do I transfer this file to a colleague at Lancaster High School?

- Why can't I import this Excel chart into my Word document?

In addition to these technical questions, teachers have a multitude of instruction-related questions. Particularly when they have had limited experience in using technology, they frequently want and need help in incorporating some specific technology-related resource into their math, science, social studies, etc., lesson. At those times, they need an experienced technology-using teacher to work with them one-on-one to address the specific issue with which they are dealing.

Those schools that are able to supply answers quickly to questions such as those above and to assist individual teachers with their instruction-related questions will be the schools that most effectively prepare their students. The best way of addressing the questions posed above is to place at least one full-time technology specialist in every school, as called for in the LCPS Technology Plan, which contains the following objective: "Site-based instructional technologists are available to all schools." Unfortunately, because of the cost, not very many school systems are able to place a technology support person in every school.

As described earlier in this chapter, the survey of administrators, principals, and teachers that MGT conducted a few weeks prior to the team's on-site review revealed that there was some dissatisfaction with the division's support of instructional technology, especially on the part of teachers. When asked their opinion regarding the division's job of providing adequate instructional technology, 56 percent of teachers described it as *fair* or *poor*. In response to a similar question about instructional technology support, 58 percent of teachers indicated that instructional technology at LCPS either *needs improvement* or *needs major improvement*.

This dissatisfaction is probably due in part to the inadequate infrastructure, as already discussed, and in part to the fact that the Instructional Technology Resource Teacher was new and had not become a significant resource to the teachers at the time the survey was administered. In addition, several people indicated that at the time of MGT's on-site review, LCPS was understaffed since there was a vacant Computer/Network Technician Position.

Given that there is uneasiness with the level of technical support that is provided, the next several recommendations are designed to address this shortcoming.

FINDING

A strategy that some districts have found to be successful in improving technical support without increasing costs is to draw upon the expertise of a resource available in every district, but not often tapped: the students.

A growing number of districts have found that one way to enhance technical support is to implement a program similar to those in place in a number of secondary schools around the country where students actually provide technical support services to teachers and students in their school. This practice has been done effectively in middle/junior high schools and in high schools. Frequently these student technical support units operate as a club, although participating students usually have one class period that is dedicated to installing equipment, installing software upgrades, working on equipment failures, etc.

Of course, such a program requires a teacher who is sufficiently proficient in using technology to guide the efforts of those students, but it has proven to be an excellent way to augment technical support. In addition, it helps students develop work place skills that are very valuable when they go to college or enter the job market. In fact, one program in an Ohio district has been so successful in preparing students for the work place that it has received criticism from some members of the community because after graduating, a few students go directly into technical support jobs for a local company, rather than going to college. Needless to say, the other side of that argument is that the school district is doing exactly what business and industry want: through this program, they are preparing students to be very good employees right out of high school.

In the ISTE Support Index, "outstanding" school districts utilize students to provide technical support. Per the Index, "A curricular program is designed to train students in technical support. They support district technology but in a peripheral way as part of their instructional program only." These "outstanding" districts do not rely solely on the expertise of these students, but expand their support capability in a way that benefits both students and the district.

RECOMMENDATION

Recommendation 9-11:

Implement a program that involves students as providers of technical support for their schools.

Implementing this recommendation will not only help to improve technical support received by the schools, but will also create a new and significant learning experience for secondary students. As one parent in another division recently observed, "We are a technical society. Students should be given the opportunity to get a certification in Microsoft Office products with their diploma."

If ideas are needed about the specifics of such a program, LCPS can examine the State of Kentucky's Student Technology Leadership Program. Information on that program can be found on the Kentucky Department of Education's Web site. That URL is www.kde.state.ky.us.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Most technical support personnel have numerous stories about calls they have made to labs or classrooms, only to find out that a computer or another device was not plugged in or was not turned on, or that a cable was not connected properly. Some of those stories are even quite humorous; however, the costs associated with responding to such calls are not funny at all. Some divisions have found that by delivering elementary training to users on how to deal with various types of technology problems, they have reduced the cost of providing technical support.

RECOMMENDATION

Recommendation 9-12:

Implement a training program for teachers and other staff that provides basic trouble shooting skills.

A significant way to strengthen the technical support available to schools is to help teachers learn to diagnose and resolve problems they encounter while using technology. One large school district in Tennessee did a study a few years ago that indicated that as many as 90 percent of the problems their teachers sought help desk assistance to resolve could be handled by the teachers if they received basic trouble shooting training. While that percentage seems to be unrealistically high, it does indicate that a large number of problems could be resolved by teachers if they were more knowledgeable. Since current LCPS staff members are able to offer this type of professional development, providing such training should be a high priority for the division.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

10.0 FOOD SERVICE

10.0 FOOD SERVICE

This chapter presents the findings, commendations, and recommendations for the food service function in Lancaster County Public Schools (LCPS). The sections of this chapter include:

> 10.1   Student Eligibility and Meal Participation
> 10.2   Outsourcing Food Services
> 10.3   Equipment Maintenance and Replacement

CHAPTER SUMMARY

Lancaster County Public Schools has historically provided food services in the traditional manner, which includes participation in the National School Breakfast Program and the National School Lunch Program. LCPS employs a Director of Food Service and 21 cafeteria workers, eight of whom are part-time employees.

In recent months, there has been considerable criticism of the division's Food Serve Program. Students want more variety in their meals, while parents and other community members claim the food that is served is not of high quality, and other stakeholders suggest that the meals should be more nutritious. In response to this criticism, in mid-November 2005 the school board authorized the Superintendent to issue a Request for Proposals (RFP) to solicit a contractor to take over the responsibility for administering the division's Food Service Program.

The two recommendations provided in this chapter are to: 1) downgrade the Director of Food Service position to a Manager of Food Service when the incumbent retires; and 2) implement a school board policy urging current cafeteria workers to accept employment with the contractor, which is one of two options outlined in the RFP, provided, of course, that a contractor accepts the proposed terms and conditions.

INTRODUCTION

Lancaster County Public Schools has historically provided food services to its students in the traditional manner, which includes participation in the National School Breakfast Program and the National School Lunch Program. In addition, it provides limited catering services.

LCPS has a Director of Food Service and employs 13 full-time and eight part-time cafeteria workers in its three schools. The breakdown of workers by school is as follows:

- Lancaster High School: three full-time and three part-time workers;

- Lancaster Middle School: five full-time and two part-time workers; and

- Lancaster Primary School: five full-time and three part-time workers.

Several of these workers are familiar enough with operations at all three schools that they are able to fill in at another school when necessary.

All three cafeteria managers receive training in the summer to enable them to learn any new federal or state procedures or requirements that have been implemented during the past year. Sometimes a representative from the Virginia Department of Education provides the training; other times, the LCPS Food Service Director. The cafeteria managers, in turn, provide training to the individuals who work for them in their respective cafeterias. They also train any new employees that are hired.

Some of the equipment used in the cafeterias is getting quite old—some of it is as much as 20 years old. At the current time, there is no plan to replace any equipment. According to one knowledgeable central office administrator, the school board has not been receptive to providing the funds that would be necessary to replace food service equipment.

10.1 *Student Eligibility and Meal Participation*

Lancaster County Public Schools has a high Free/Reduced Price eligibility rate (51.20 percent) which is considerably above the Virginia average of 33.31 percent. Moreover, LCPS also has a higher Free/Reduced Price eligibility rate than any of its five peer school divisions. Exhibit 10-1 shows a comparison between LCPS and its peer divisions, the peer division average, and the Virginia average.

EXHIBIT 10-1
FREE/REDUCED PRICE ELIGIBILITY COMPARISON
2004-2005 SCHOOL YEAR

	PERCENT FREE	PERCENT REDUCED	PERCENT TOTAL FREE AND REDUCED
Lancaster County	**41.78**	**9.43**	**51.20**
Amelia County	29.79	10.69	40.48
Essex County	37.96	12.04	50.00
Middlesex County	28.82	6.61	35.43
Northumberland County	40.73	8.83	49.56
Richmond County	32.72	5.90	38.62
Peer Average	**34.07**	**9.09**	**43.16**
Virginia Average	**26.15**	**7.16**	**33.31**

Source: Virginia Department of Education, 2004–2005 Statistics.

The meal participation rate for Lancaster County Public School students has not been what the division would have liked. Exhibit 10-2 reflects the percentage of students who participated in Free/Reduced Price lunches over the last six years.

EXHIBIT 10-2
PERCENTAGES OF DAILY STUDENT PARTICIPATION
IN FREE/REDUCED PRICE LUNCHES IN LCPS SCHOOLS

SCHOOL YEAR	LANCASTER PRIMARY SCHOOL	LANCASTER MIDDLE SCHOOL	LANCASTER HIGH SCHOOL
2004–2005	76%	75%	59%
2003–2004	69%	71%	57%
2002–2003	71%	73%	56%
2001–2002	77%	74%	59%
2000–2001	71%	70%	52%
1999–2000	79%	67%	54%

Source: Lancaster County Public Schools.

These percentages of participation have been a source of concern to the Superintendent and members of the school board over the last couple of years. There is a belief that they should be higher. In fact, during the first three months of the 2005–06 school year, participation percentages were up slightly. Although the latest percentages represent some improvement, the Superintendent considers those increases to be insufficient. The participation issue is specifically addressed in the Request for Proposals that LCPS is releasing to solicit a contractor to conduct the Food Service Program and which is discussed in more depth in the next section.

10.2 *Outsourcing Food Services*

FINDING

MGT encountered mixed reactions to the food services provided by the school division. The following are some of the comments made by interviewees that reflect the differing views on this topic:

- The food service staff "is great"; however, the students would like more variety and more options.

- Food Service is not self supporting; they do not pay for air conditioning or heat and much of their equipment is old and needs to be replaced, but the school board does not want to pay to upgrade the equipment.

- During the last two to three years Food Service has had to borrow money to pay its bills and salaries, but they have always paid it back.

- The cafeteria runs well, but the cafeteria staff does not take very good care of the teaching staff, with the result that many teachers now go out or have lunch brought in.

- The cafeteria staff always finds food for a student, even if he/she arrives very late.

- Food services are fine. Food is always served on time. The cafeteria serves healthy foods for the most part.

- The product served now is sub-standard.

- Given their budget, they are doing OK.

- Contracting out food services would provide more choices for students.

- The current staff works extremely hard, but a change is needed because the product served is not good quality.

The mixed reaction to food services is also reflected in the responses to the survey that MGT conducted early in the efficiency review process. For example, 40 percent of

administrators and principals agreed with this statement: "the Food Service Department provides nutritious and appealing meals and snacks," whereas 10 percent disagreed. Forty percent of teachers agreed with that statement but 35 percent disagreed.

When asked their opinion of the food service function at LCPS, 50 percent of administrators/principals indicated that it *needs improvement* or *needs major improvement*, while 40 percent rated that service as *adequate* or *outstanding*. Teacher reaction to that same question reflected 38 percent who thought that function *needs improvement* or *needs major improvement*, while 48 percent graded that service as *adequate* or *outstanding*.

To the above reactions must be added the following food services comment that was delivered by a parent during the community forum MGT conducted on November 8: "Too many carbohydrates! I realize it is a terribly difficult business and the kids are so wasteful, but the menu hasn't varied for these kids for at least three years."

For several months prior to this efficiency review, debate had been going on among school board members regarding the benefits of contracting out food service operations. Since some other school divisions in Virginia were already contracting for these services, representatives of LCPS visited three of those divisions (Orange, Poquoson City, and Spotsylvania) to learn about their experiences. As there was considerable dissatisfaction with LCPS food services and the visits to the other divisions were encouraging, the school board decided that a change was necessary. During its regular meeting of November 14, 2005, the board authorized the Superintendent to draft a Request for Proposals for Food Operations and Management Services. That RFP was scheduled to be released in January 2006, and responses are to be submitted in April 2006.

Although the RFP was not finalized when this report was being prepared, the following are some pertinent details of the planned contract. Though some refinements will be made before the RFP is released, there specifications provide insight into the direction in which LCPS is moving with respect to contracting for food services.

The RFP indicates that a committee will be formed to review the proposals and that the responses will be evaluated on the following basis:

<u>Weight</u>	<u>Criteria</u>
15 Points	Experience, References and Service Capability
15 Points	Financial Condition and Accounting/Reporting Systems
15 Points	Personnel Management and Training as Well as Involvement of Students, Staff, and Patrons
15 Points	Innovation and Promotion of the School Lunch Program
15 Points	Varied and Creative Menu Offerings with No Increase in Meal Prices, Commodities, Food Quality & Portion Size
25 Points	Cost and Performance Bond.

Thus, LCPS will be choosing the contractor whose responses rate the highest for each of these critical areas. Other important provisions of the RFP include:

- The contract will be for a period of one year beginning on or about July 1, 2006, and ending June 30, 2007, with up to four one-year renewals with mutual agreement between LCPS and the contractor.

- The LCPS Food Service Program shall be self-supporting and at no cost for the school division, shall meet all the requirements of the National School Lunch and School Breakfast Programs of the United States Department of Agriculture, and any other requirements promulgated by the Commonwealth of Virginia. Only revenues from meal fees (lunch fees, etc.), state and federal funds, and commodities received shall be available to support the costs.

- LCPS reserves the right to interview and approve the contractor's on-site food service manager.

- Proposals should include costs for the following two employee options.

  Option 1: All presently employed school division food service employees will remain the employees of the school division. Staffing levels and assignments are to be recommended by the contractor and approved by the school division.

  Option 2: The contractor will employ all employees associated with the Food Service Program. All existing school division food service employees will be offered employment by the contractor at a salary equal to their existing salary plus a minimum four percent increase. A listing of the benefits to be available to the contractor's employees under this option as well as the cost, if any, to the employee of such benefits shall be included in the proposal for this option.

- Some of the specific objectives of LCPS to be achieved through this contract include:

  - To provide, as economically as possible, appealing and nutritionally sound meals and a la carte items that meet all federal and Virginia guidelines.

  - To increase participation at all levels of the program by improving food quality at the service point; by upgrading equipment, processes, and facilities; by seeking student and parent input; by successful menu variation and planning; by better marketing techniques; and by a strong emphasis on public relations.

  - To establish a formal structure to routinely and continuously gather input from students, staff, and the public about food services.

  - To establish and conduct management and staff training programs, which will ensure staff development, proper

supervision, and consistent quality control in both production and service.

– To provide a financial reporting system that meets federal and Virginia requirements.

As indicated earlier, some of these specifications may be revised slightly before the RFP is released; however, it is probable that the provisions outlined here will go largely unchanged.

MGT has been conducting an efficiency review in another school division that has just completed the second year of a food service outsource contract. The experience of that division has generally been positive. In fact, MGT commended the division and its contractors for the following:

- maintaining high standards of training for all employees;

- increasing and maintaining school lunch participation rates;

- maintaining consistently high levels of participation, particularly with regard to free/reduced price lunches; and

- implementing and maintaining health-conscious meal choices.

While all has not gone as well as hoped, overall there has been a very positive reaction to the new approach to providing food services in that school division. This experience bodes well for Lancaster County Public Schools as it undertakes a similar contractual arrangement.

COMMENDATION

Lancaster County Public Schools is commended for taking decisive action to improve its Food Service Program.

FINDING

LCPS currently has a Director of Food Service who has administered the Food Service Program for several years. During her interview, she indicated that she would be retiring in the not too distant future; thus, the division will be looking for a replacement for her.

RECOMMENDATION

Recommendation 10-1:

Downgrade the position of Director of Food Service to Manager of Food Service when the incumbent retires.

When a contractor is administering food services, it will still be necessary for LCPS to provide oversight to those operations. Someone will need to be available to work with the contractor's on-site food service manager; however, the responsibilities of the

person who provides this oversight will be more limited than those of the current Director of Food Service. Consequently, it is reasonable to replace the director position with a lower level manager position.

It is recommended that this position not change until the current director retires.

FISCAL IMPACT

The current position pays approximately $33,900. A reasonable starting salary for a manager would be $27,000 or $28,000. If the salary of the manager were $28,000, that would represent a savings of $5,900. After adding 25 percent for benefits, the total estimated annual savings would be $7,375. Because it is not known exactly when this change can occur, the chart below reflects that it would start in January 2007. Thus, FY 2006-07 would realize only one-half of the projected annual savings.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Downgrade the Director of Food Service Position	$3,688	$7,375	$7,375	$7,375	$7,375

FINDING

As reported above, the RFP offers two options regarding the employment of the division's current cafeteria workers. The contractor may opt for Option 1, in which case all current cafeteria workers would remain employees of LCPS. The second option specifies that current employees would be offered positions with the contractor at their current salary plus a four percent raise.

Obviously the four percent raise is intended to be an inducement to employees to work for the contractor. Hopefully a contractor will be willing to accept this condition. Even if the chosen contractor is willing to take on the current workers but is not willing to offer the suggested raise, LCPS should take steps to ensure that all workers are employed by the contractor.

RECOMMENDATION

Recommendation 10-2:

Implement a school board policy strongly urging all school food service employees to accept employment with the contractor.

While it may be that a contractor will accept the option to hire the division's food service workers and increase their current salary by four percent, it is also possible that the preferred vendor will agree to hire the employees but only at their current salary. In that event, it will be in the best interests of LCPS to strongly encourage these employees to accept the job offered by the contractor.

FISCAL IMPACT

The division is currently incurring expenses totaling approximately $42,120 per year to cover the benefits provided to cafeteria workers. That amount represents 25 percent of the total salary for the cafeteria workers, which comes to $164,476.72. If these workers were employed by the contractor, the division would save that much annually since benefits would become the responsibility of the contractor.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Strongly Urge Cafeteria Workers to Become Employees of the Contractor	$42,120	$42,120	$42,120	$42,120	$42,120

10.3 Equipment Maintenance and Replacement

FINDING

LCPS does not have an equipment maintenance or replacement policy. During interviews, it was learned that much of the kitchen equipment is old, some of it as much as 20 years old. Fortunately this older equipment has not yet caused any serious problems, but given its age, problems could arise at any time.

All three cafeteria managers indicated that when their equipment needs maintenance, the division maintenance staff takes care of it. They reported very little downtime.

RECOMMENDATION

Recommendation 10-3:

Develop a comprehensive preventive maintenance and replacement policy for kitchen equipment.

The Manager of Food Service should work with the chosen contractor to devise a preventive maintenance and replacement policy for the food service equipment. Such a policy should help to reduce or eliminate downtime resulting from equipment failures. The policy should also make the Manager of Food Service aware of equipment that will need to be scheduled for replacement. The implementation of this recommendation should allow for less reliance upon the maintenance staff for repairs and almost completely eliminate emergency situations.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

11.0 SUMMARY OF POTENTIAL COSTS AND SAVINGS

11.0 SUMMARY OF POTENTIAL COSTS AND SAVINGS

Based on the analyses of data obtained from interviews, surveys, community input, state and local documents, and first-hand observations in Lancaster County Public Schools, the MGT team developed 54 recommendations in this report. Twelve recommendations have fiscal implications and are summarized in this chapter. **It is important to keep in mind that the identified savings and costs are incremental and cumulative.**

As shown below in Exhibit 11-1, full implementation of the recommendations in this report can be accomplished in five years with a net cost of $20,761. It is important to note that many of the recommendations MGT made without specific fiscal impacts are expected to result in a net cost savings to the division, depending on how the division elects to implement them. It is also important to note that some of the costs associated with implementing these recommendations can be covered by federal E-Rate and special education funds. Finally, it should be recognized that costs and savings presented in this report are in 2005-06 dollars and do not reflect increases due to salary or inflation adjustments.

Exhibit 11-1 shows the total costs and savings for all recommendations.

EXHIBIT 11-1
SUMMARY OF ANNUAL SAVINGS (COSTS)

CATEGORY	YEARS					Total Five-Year Savings (Costs)
	2006-07	2007-08	2008-09	2009-10	2010-11	
TOTAL SAVINGS	$50,683	$107,565	$108,531	$109,517	$110,523	$486,819
TOTAL (COSTS)	($11,000)	($93,545)	($93,545)	($97,045)	($97,045)	($392,180)
TOTAL NET SAVINGS (COSTS)	$39,683	$14,020	$14,986	$12,472	$13,478	$94,639
ONE-TIME SAVINGS (COSTS)						($115,400)
TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)						($20,761)

Exhibit 11-2 provides a chapter by chapter summary for all costs and savings.

It is important to keep in mind that only recommendations with fiscal impact are identified in this chapter. Many additional recommendations to improve the efficiency of the Lancaster County Public Schools are contained in Chapters 2 through 10.

Fiscal impacts follow each recommendation in this report. Some recommendations should be implemented immediately, some over the next year or two, and others over several years.

MGT recommends that Lancaster County Public Schools give each of these recommendations serious consideration, develop a plan to proceed with implementation, and a system to monitor subsequent progress.

Exhibit 11-3 and Exhibit 11-4 break down the costs and savings by operating versus capital expenses, respectively.

EXHIBIT 11-2
CHAPTER-BY-CHAPTER SUMMARY OF POTENTIAL SAVINGS (COSTS)

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2006-07	2007-08	2008-09	2009-10	2010-11		
CHAPTER 2: DIVISION ADMINISTRATION								
2-5	Hire an Executive Director of Business and downgrade the Business Manager position (p. 2-17)	$0	($67,345)	($67,345)	($67,345)	($67,345)	($269,380)	
2-6	Replace the Assistant Superintendent position with an Executive Director of Academic Achievement (p. 2-19)	$4,875	$9,750	$9,750	$9,750	$9,750	$43,875	
CHAPTER 2 SUBTOTAL SAVINGS (COSTS)		**$4,875**	**($57,595)**	**($57,595)**	**($57,595)**	**($57,595)**	**($225,505)**	
CHAPTER 3: PERSONNEL AND HUMAN RESOURCES								
3-3	Intensify efforts to recruit qualified minority teachers and administrators (p. 3-15)	($7,000)	($7,000)	($7,000)	($7,000)	($7,000)	($35,000)	
CHAPTER 3 SUBTOTAL SAVINGS (COSTS)		**($7,000)**	**($7,000)**	**($7,000)**	**($7,000)**	**($7,000)**	**($35,000)**	
CHAPTER 6: EDUCATIONAL SERVICE DELIVERY AND SPECIAL PROGRAMS								
6-6	Implement an electronic system for the development of Individual Education Plans and maintaining compliance with state and federal special education requirements. (p. 6-31)	$0	($3,000)	($3,000)	($3,000)	($3,000)	($12,000)	($13,000)
CHAPTER 6 SUBTOTAL SAVINGS (COSTS)		**$0**	**($3,000)**	**($3,000)**	**($3,000)**	**($3,000)**	**($12,000)**	**($13,000)**

EXHIBIT 11-2 (Continued)
CHAPTER-BY-CHAPTER SUMMARY OF POTENTIAL SAVINGS (COSTS)

	CHAPTER REFERENCE	ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2006-07	2007-08	2008-09	2009-10	2010-11		
CHAPTER 7: FACILITIES USE AND MANAGEMENT								
7-1	Conduct a physical assessment of all division buildings (p. 7-4)	$0	($5,000)	($5,000)	($5,000)	($5,000)	($20,000)	($22,000)
7-3	Purchase two hand held radios to backup the alternative school's communication system (p. 7-5)	$0	$0	$0	$0	$0	$0	($1,200)
7-6	Implement a comprehensive energy management program throughout all schools and facilities (p. 7-10)	$0	$48,320	$49,286	$50,272	$51,278	$199,156	($50,000)
CHAPTER 7 SUBTOTAL SAVINGS (COSTS)		**$0**	**$43,320**	**$44,286**	**$45,272**	**$46,278**	**$179,156**	**($73,200)**
CHAPTER 8: TRANSPORTATION								
8-3	Provide ASE certification training for LCPS mechanics. (p. 8-7)	($500)	($500)	($500)	($500)	($500)	($2,500)	
CHAPTER 8 SUBTOTAL SAVINGS (COSTS)		**($500)**	**($500)**	**($500)**	**($500)**	**($500)**	**($2,500)**	
CHAPTER 9: TECHNOLOGY MANAGEMENT								
9-3	Implement a Wide Area Network (p. 9-15)	$0	($7,200)	($7,200)	($10,700)	($10,700)	($35,800)	($29,200)
9-10	Implement Personal Professional Development Plans (p. 9-26)	($3,500)	($3,500)	($3,500)	($3,500)	($3,500)	($17,500)	
CHAPTER 9 SUBTOTAL SAVINGS (COSTS)		**($3,500)**	**($10,700)**	**($10,700)**	**($14,200)**	**($14,200)**	**($53,300)**	**($29,200)**
CHAPTER 10: FOOD SERVICES								
10-1*	Downgrade the Director of Food Services Position (p. 10-6)	$3,688	$7,375	$7,375	$7,375	$7,375	$33,188	
10-2*	Strongly urge cafeteria workers to work for the contractor (p. 10-7)	$42,120	$42,120	$42,120	$42,120	$42,120	$210,600	
CHAPTER 10 SUBTOTAL SAVINGS (COSTS)		**$45,808**	**$49,495**	**$49,495**	**$49,495**	**$49,495**	**$243,788**	

EXHIBIT 11-2 (Continued)
CHAPTER-BY-CHAPTER SUMMARY OF POTENTIAL SAVINGS (COSTS)

CHAPTER REFERENCE	ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
	2006-07	2007-08	2008-09	2009-10	2010-11		
TOTAL SAVINGS	$50,683	$107,565	$108,531	$109,517	$110,523	$486,819	$0
TOTAL (COSTS)	($11,000)	($93,545)	($93,545)	($97,045)	($97,045)	($392,180)	($115,400)
TOTAL NET SAVINGS (COSTS)	$39,683	$14,020	$14,986	$12,472	$13,478	$94,639	($115,400)
TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)						($20,761)	

*Reserved Fund for Food Service

EXHIBIT 11-3
CHAPTER-BY-CHAPTER SUMMARY OF POTENTIAL OPERATING FUND SAVINGS (COSTS)

	CHAPTER REFERENCE	ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2006-07	2007-08	2008-09	2009-10	2010-11		
CHAPTER 2: DIVISION ADMINISTRATION								
2-5	Hire an Executive Director of Business and downgrade the Business Manager position (p. 2-17)	$0	($67,345)	($67,345)	($67,345)	($67,345)	($269,380)	
2-6	Replace the Assistant Superintendent position with an Executive Director of Academic Achievement (p. 2-19)	$4,875	$9,750	$9,750	$9,750	$9,750	$43,875	
CHAPTER 2 SUBTOTAL SAVINGS (COSTS)		**$4,875**	**($57,595)**	**($57,595)**	**($57,595)**	**($57,595)**	**($225,505)**	
CHAPTER 3: PERSONNEL AND HUMAN RESOURCES								
3-3	Intensify efforts to recruit qualified minority teachers and administrators (p. 3-15)	($7,000)	($7,000)	($7,000)	($7,000)	($7,000)	($35,000)	
CHAPTER 3 SUBTOTAL SAVINGS (COSTS)		**($7,000)**	**($7,000)**	**($7,000)**	**($7,000)**	**($7,000)**	**($35,000)**	
CHAPTER 6: EDUCATIONAL SERVICE DELIVERY AND SPECIAL PROGRAMS								
6-6	Implement an electronic system for the development of Individual Education Plans and maintaining compliance with state and federal special education requirements. (p. 6-31)	$0	($3,000)	($3,000)	($3,000)	($3,000)	($12,000)	($13,000)
CHAPTER 6 SUBTOTAL SAVINGS (COSTS)		**$0**	**($3,000)**	**($3,000)**	**($3,000)**	**($3,000)**	**($12,000)**	**($13,000)**

EXHIBIT 11-3 (Continued)
CHAPTER-BY-CHAPTER SUMMARY OF POTENTIAL OPERATING FUND SAVINGS (COSTS)

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2006-07	2007-08	2008-09	2009-10	2010-11		
CHAPTER 7: FACILITIES USE AND MANAGEMENT								
7-1	Conduct a physical assessment of all division buildings (p. 7-4)	$0	($5,000)	($5,000)	($5,000)	($5,000)	($20,000)	($22,000)
7-3	Purchase two hand held radios to backup the alternative school's communication system (p. 7-5)	$0	$0	$0	$0	$0	$0	($1,200)
7-6	Implement a comprehensive energy management program throughout all schools and facilities (p. 7-10)	$0	$48,320	$49,286	$50,272	$51,278	$199,156	
CHAPTER 7 SUBTOTAL SAVINGS (COSTS)		**$0**	**$43,320**	**$44,286**	**$45,272**	**$46,278**	**$179,156**	**($23,200)**
CHAPTER 8: TRANSPORTATION								
8-3	Provide ASE certification training for LCPS mechanics. (p. 8-7)	($500)	($500)	($500)	($500)	($500)	($2,500)	
CHAPTER 8 SUBTOTAL SAVINGS (COSTS)		**($500)**	**($500)**	**($500)**	**($500)**	**($500)**	**($2,500)**	
CHAPTER 9: TECHNOLOGY MANAGEMENT								
9-3	Implement a Wide Area Network (p. 9-15)	$0	($7,200)	($7,200)	($10,700)	($10,700)	($35,800)	
9-10	Implement Personal Professional Development Plans (p. 9-26)	($3,500)	($3,500)	($3,500)	($3,500)	($3,500)	($17,500)	
CHAPTER 9 SUBTOTAL SAVINGS (COSTS)		**($3,500)**	**($10,700)**	**($10,700)**	**($14,200)**	**($14,200)**	**($53,300)**	**$0**
CHAPTER 10: FOOD SERVICES								
10-1*	Downgrade the Director of Food Services Position (p. 10-6)	$3,688	$7,375	$7,375	$7,375	$7,375	$33,188	
10-2*	Strongly urge cafeteria workers to work for the contractor (p. 10-7)	$42,120	$42,120	$42,120	$42,120	$42,120	$210,600	
CHAPTER 10 SUBTOTAL SAVINGS (COSTS)		**$45,808**	**$49,495**	**$49,495**	**$49,495**	**$49,495**	**$243,788**	

EXHIBIT 11-3 (Continued)
CHAPTER-BY-CHAPTER SUMMARY OF POTENTIAL OPERATING FUND SAVINGS (COSTS)

CHAPTER REFERENCE	ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
	2006-07	2007-08	2008-09	2009-10	2010-11		
TOTAL SAVINGS	$50,683	$107,565	$108,531	$109,517	$110,523	$486,819	$0
TOTAL (COSTS)	($11,000)	($93,545)	($93,545)	($97,045)	($97,045)	($392,180)	($36,200)
TOTAL NET SAVINGS (COSTS)	$39,683	$14,020	$14,986	$12,472	$13,478	$94,639	($36,200)
TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)						$58,439	

*Reserved Fund for Food Service

EXHIBIT 11-4
CHAPTER-BY-CHAPTER SUMMARY OF POTENTIAL CAPITAL EXPENSES FUND SAVINGS (COSTS)

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2006-07	2007-08	2008-09	2009-10	2010-11		
CHAPTER 7: FACILITIES USE AND MANAGEMENT								
7-6	Implement a comprehensive energy management program throughout all schools and facilities (p. 7-10)	$0	$0	$0	$0	$0	$0	($50,000)
CHAPTER 7 SUBTOTAL SAVINGS (COSTS)		**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**($50,000)**
CHAPTER 9: TECHNOLOGY MANAGEMENT								
9-3	Implement a Wide Area Network (p. 9-15)	$0	$0	$0	$0	$0	$0	($29,200)
CHAPTER 9 SUBTOTAL SAVINGS (COSTS)		**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**($29,200)**
TOTAL SAVINGS		**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**
TOTAL (COSTS)		**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**($79,200)**
TOTAL NET SAVINGS (COSTS)		**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**($79,200)**
TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)							**($79,200)**	

APPENDICES:

APPENDIX A:

SURVEY RESULTS

APPENDIX A

EXHIBIT A-1
COMPARISON SURVEY RESPONSES
WITHIN LANCASTER COUNTY PUBLIC SCHOOLS

PART A OF SURVEY	ADMINISTRATOR/PRINCIPAL RESPONSES (%)	TEACHER RESPONSES (%)
1. Overall quality of public education in the Lancaster County Public Schools is:		
Good or Excellent	100	71
Fair or Poor	0	29
2. Overall quality of education in the Lancaster County Public Schools is:		
Improving	90	69
Staying the Same	10	17
Getting Worse	0	6
Don't Know	0	8
3. Grade given to the Lancaster County Public Schools teachers:		
Above Average (A or B)	100	80
Below Average (D or F)	0	1
4. Grade given to the Lancaster County Public Schools school level administrators:		
Above Average (A or B)	100	61
Below Average (D or F)	0	11
5. Grade given to the Lancaster County Public Schools central office administrators:		
Above Average (A or B)	90	48
Below Average (D or F)	0	17

EXHIBIT A-2
COMPARISON SURVEY RESPONSES
WITHIN LANCASTER COUNTY PUBLIC SCHOOLS

PART B	(%A + SA) / (%D + SD)[1]	
	ADMINISTRATORS/ PRINCIPALS	TEACHERS
1. The emphasis on learning in this school division has increased in recent years.	100/0	69/11
2. Our schools are safe and secure from crime.	100/0	79/11
3. Our schools effectively handle misbehavior problems.	90/0	56/29
4. Our schools have sufficient space and facilities to support the instructional programs.	50/30	33/54
5. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	90/10	62/27
6. Our schools can be described as "good places to learn."	100/0	69/12
7. There is administrative support for controlling student behavior in our schools.	100/0	70/18
8. Most students in our schools are motivated to learn.	100/0	44/39
9. Lessons are organized to meet students' needs.	90/0	80/6
10. The curriculum is broad and challenging for most students.	100/0	69/14
11. There is little a teacher can do to overcome education problems due to a student's home life.	20/80	28/39
12. Teachers in our schools know the material they teach.	100/0	82/6
13. Teachers in our schools care about students' needs.	100/0	89/3
14. Teachers expect students to do their very best.	100/0	84/4
15. The school division provides adequate technology-related staff development.	80/20	44/31
16. Principals and assistant principals in our schools care about students' needs.	100/0	79/7
17. In general, parents take responsibility for their children's behavior in our schools.	60/30	31/49
18. Parents in this school division are satisfied with the education their children are receiving.	80/0	51/5
19. Most parents seem to know what goes on in our schools.	70/10	35/35
20. Parents play an active role in decision-making in our schools.	70/0	21/43
21. This community really cares about its children's education.	90/0	37/36
22. The food services department encourages student participation through customer satisfaction surveys.	10/20	12/50
23. The school division requests input on the long range technology plan.	90/10	33/30
24. Funds are managed wisely to support education in this school division.	70/0	32/35
25. Sufficient student services are provided in this school division (e.g., counseling, speech therapy, health).	100/0	75/11
26. School-based personnel play an important role in making decisions that affect schools in this school division.	100/0	36/42
27. The school division provides adequate technical support.	80/10	46/42
28. Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.	0/90	4/84
29. The food services department provides nutritious and appealing meals and snacks.	40/10	40/35

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

EXHIBIT A-3
COMPARISON SURVEY RESPONSES
WITHIN LANCASTER COUNTY PUBLIC SCHOOLS

| PART C | (%G + E) / (%F + P)[1] | |
	ADMINISTRATORS PRINCIPALS	TEACHERS
1. Board of Education members' knowledge of the educational needs of students in Lancaster County Public Schools.	60/40	38/47
2. Board of Education members' knowledge of operations in Lancaster County Public Schools.	60/40	37/46
3. Board of Education members' work at setting or revising policies for Lancaster County Public Schools.	60/40	42/39
4. The School District Superintendent's work as the educational leader of Lancaster County Public Schools.	90/10	45/53
5. The School District Superintendent's work as the chief administrator (manager) of Lancaster County Public Schools.	90/10	54/42
6. Principals' work as the instructional leaders of their schools.	100/0	67/33
7. Principals' work as the managers of the staff and teachers.	80/20	71/29
8. Teachers' work in meeting students' individual learning needs.	100/0	76/22
9. Teachers' work in communicating with parents.	90/0	75/25
10. Teachers' attitudes about their jobs.	80/10	56/43
11. Students' ability to learn.	90/0	65/35
12. The amount of time students spend on task learning in the classroom.	90/0	71/27
13. Parents' efforts in helping their children to do better in school.	70/20	25/72
14. Parents' participation in school activities and organizations.	50/40	20/77
15. How well students' test results are explained to parents.	60/30	44/36
16. The cleanliness and maintenance of facilities in Lancaster County Public Schools.	90/10	68/32
17. How well relations are maintained with various groups in the community.	80/10	51/30
18. Staff development opportunities provided by Lancaster County Public Schools for teachers.	80/10	33/62
19. Staff development opportunities provided by Lancaster County Public Schools for school administrators.	80/20	27/20
20. The school district's job of providing adequate instructional technology.	70/30	42/56
21. The school district's use of technology for administrative purposes.	90/10	46/31

[1] Percent responding *Good* or *Excellent* / Percent responding *Fair* or *Poor.* The *don't know* responses are omitted.

EXHIBIT A-4
COMPARISON SURVEY RESPONSES
WITHIN LANCASTER COUNTY PUBLIC SCHOOLS

PART D: WORK ENVIRONMENT	(% A + SA) / (% D + SD)[1]	
	ADMINISTRATORS/ PRINCIPALS	TEACHERS
1. I find Lancaster County Public Schools to be an exciting, challenging place to work.	100/0	62/13
2. The work standards and expectations in Lancaster County Public Schools are equal to or above those of most other school districts.	100/0	67/13
3. Lancaster County Public Schools officials enforce high work standards.	90/10	74/11
4. Most Lancaster County Public Schools teachers enforce high student learning standards.	100/0	81/8
5. Lancaster County Public Schools teachers and administrators have excellent working relationships.	80/0	51/32
6. <u>Teachers</u> who do not meet expected work standards are disciplined.	60/0	37/24
7. <u>Staff</u> who do not meet expected work standards are disciplined.	70/10	34/20
8. I feel that I have the authority to adequately perform my job responsibilities.	80/10	82/8
9. I have adequate facilities in which to conduct my work.	80/10	72/14
10. I have adequate equipment and computer support to conduct my work.	90/10	56/25
11. The workloads are equitably distributed among teachers and among staff members.	60/0	52/34
12. No one knows or cares about the amount or quality of work that I perform.	10/80	16/57
13. Workload is evenly distributed.	50/30	47/29
14. If there were an emergency in the schools, I would know how to respond appropriately.	100/0	93/2
15. I often observe other teachers and/or staff socializing rather than working while on the job.	0/90	7/77

[1] Percent responding *Agree* or *Strongly Agree*/Percent responding *Disagree11* or *Strongly Disagree.* The *neutral* and *don't know* responses are omitted.

EXHIBIT A-5
COMPARISON SURVEY RESPONSES
WITHIN LANCASTER COUNTY PUBLIC SCHOOLS

	(%A + SA) / (% D + SD)[1]	
PART E: JOB SATISFACTION	**ADMINISTRATORS/ PRINCIPALS**	**TEACHERS**
1. I am very satisfied with my job in Lancaster County Public Schools.	100/0	73/11
2. I plan to continue my career in Lancaster County Public Schools.	80/0	70/7
3. I am actively looking for a job outside of Lancaster County Public Schools.	0/90	10/71
4. Salary levels in Lancaster County Public Schools are competitive.	30/50	14/68
5. I feel that my work is appreciated by my supervisor(s).	70/10	55/25
6. I feel that I am an integral part of Lancaster County Public Schools team.	60/10	61/14
7. I feel that there is no future for me in Lancaster County Public Schools.	10/80	9/68
8. My salary level is adequate for my level of work and experience.	30/50	16/63

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

EXHIBIT A-6
COMPARISON SURVEY RESPONSES
WITHIN LANCASTER COUNTY PUBLIC SCHOOLS

PART F: ADMINISTRATIVE STRUCTURE/PRACTICES	(% A + SA) / (% D + SD)[1]	
	ADMINISTRATORS/ PRINCIPALS	TEACHERS
1. Most administrative practices in Lancaster County Public Schools are highly effective and efficient.	80/0	49/25
2. Administrative decisions are made promptly and decisively.	90/0	59/22
3. Lancaster County Public Schools administrators are easily accessible and open to input.	60/0	52/33
4. Authority for administrative decisions is delegated to the lowest possible level.	50/10	15/31
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	90/0	58/24
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	20/70	21/37
7. The extensive committee structure in Lancaster County Public Schools ensures adequate input from teachers and staff on most important decisions.	78/0	27/44
8. Lancaster County Public Schools has too many committees.	10/60	12/37
9. Lancaster County Public Schools has too many layers of administrators.	0/70	6/55
10. Most of Lancaster County Public Schools administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	50/10	47/20
11. Central office administrators are responsive to school needs.	80/10	46/18
12. Central office administrators provide quality service to schools.	80/20	45/22

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

EXHIBIT A-7
COMPARISON SURVEY RESPONSES
WITHIN LANCASTER COUNTY PUBLIC SCHOOLS

PART G: SCHOOL DISTRICT/PROGRAM FUNCTION	% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT / % ADEQUATE [1] + OUTSTANDING	
	ADMINISTRATORS/ PRINCIPALS	**TEACHERS**
a. Budgeting	50/40	65/27
b. Strategic planning	40/40	46/37
c. Curriculum planning	20/70	33/63
d. Financial management and accounting	50/40	40/39
e. Community relations	40/60	43/51
f. Program evaluation, research, and assessment	10/80	36/44
g. Instructional technology	60/40	58/41
h. Pupil accounting	10/50	24/51
i. Instructional coordination/supervision	10/80	22/72
j. Instructional support	10/80	35/60
k. Federal Programs (e.g., Title I, Special Education) coordination	20/80	33/57
l. Personnel recruitment	30/70	28/41
m. Personnel selection	30/70	27/46
n. Personnel evaluation	20/80	31/59
o. Staff development	40/60	50/42
p. Data processing	50/40	21/45
q. Purchasing	50/50	35/42
r. Plant maintenance	60/40	29/40
s. Facilities planning	40/60	29/36
t. Transportation	20/80	26/55
u. Food service	50/40	38/48
v. Custodial services	50/50	26/70
w. Risk management	20/40	16/43
x. Administrative technology	30/70	20/41
y. Grants administration	40/50	22/34

[1] Percent responding *Needs Some Improvement* or *Needs Major Improvement* / Percent responding *Adequate* or *Outstanding.* The *should be eliminated* and *don't know* responses are omitted.

EXHIBIT A-8
COMPARISON SURVEY RESPONSES
WITHIN LANCASTER COUNTY PUBLIC SCHOOLS

PART H: OPERATIONS	ADMINISTRATORS/ PRINCIPALS (%)	TEACHERS (%)
1. The overall operation of Lancaster County Public Schools is:		
Highly efficient	0	8
Above average in efficiency	80	35
Average in efficiency	10	38
Less efficient than most other school districts	10	17
Don't know	0	1
2. The operational efficiency of Lancaster County Public Schools could be improved by:		
Outsourcing some support services	20	14
Offering more programs	40	29
Offering fewer programs	10	3
Increasing the number of administrators	20	3
Reducing the number of administrators	10	8
Increasing the number of teachers	50	42
Reducing the number of teachers	0	0
Increasing the number of support staff	50	42
Reducing the number of support staff	0	1
Increasing the number of facilities	40	35
Reducing the number of facilities	0	0
Rezoning schools	0	4
Other	10	13

*Percentages may add up to over 100 percent due to rounding.

EXHIBIT A-9
COMPARISON SURVEY RESPONSES
LANCASTER COUNTY PUBLIC SCHOOLS ADMINISTRATORS[1] AND
ADMINISTRATORS IN OTHER SCHOOL DISTRICTS

PART A OF SURVEY	LANCASTER COUNTY PUBLIC SCHOOLS ADMINISTRATORS (%)	OTHER SCHOOL DISTRICT ADMINISTRATORS (%)
1. Overall quality of public education in the school district is:		
Good or Excellent	100	87
Fair or Poor	0	12
2. Overall quality of education in the school district is:		
Improving	90	72
Staying the Same	10	19
Getting Worse	0	7
Don't Know	0	2
3. Grade given to teachers:		
Above Average (A or B)	100	84
Below Average (D or F)	0	1
4. Grade given to school administrators:		
Above Average (A or B)	100	85
Below Average (D or F)	0	2
5. Grade given to school district administrators:		
Above Average (A or B)	90	70
Below Average (D or F)	0	8

[1] For comparison purposes, administrators and principals in other school districts were combined in order to benchmark against a similar grouping in Lancaster Public Schools.

EXHIBIT A-10
COMPARISON SURVEY RESPONSES
LANCASTER COUNTY PUBLIC SCHOOLS ADMINISTRATORS[1] AND
ADMINISTRATORS IN OTHER SCHOOL DISTRICTS

PART B	(% A + SA) / (% D + SD)[2]	
	LANCASTER COUNTY PUBLIC SCHOOLS ADMINISTRATORS	OTHER SCHOOL DISTRICT ADMINISTRATORS
1. The emphasis on learning in this school division has increased in recent years.	100/0	86/6
2. Our schools are safe and secure from crime.	100/0	71/13
3. Our schools effectively handle misbehavior problems.	90/0	68/18
4. Our schools have sufficient space and facilities to support the instructional programs.	50/30	30/59
5. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	90/10	70/18
6. Our schools can be described as "good places to learn."	100/0	89/3
7. There is administrative support for controlling student behavior in our schools.	100/0	83/8
8. Most students in our schools are motivated to learn.	100/0	73/13
9. Lessons are organized to meet students' needs.	90/0	72/10
10. The curriculum is broad and challenging for most students.	100/0	74/11
11. There is little a teacher can do to overcome education problems due to a student's home life.	20/80	16/71
12. Teachers in our schools know the material they teach.	100/0	83/4
13. Teachers in our schools care about students' needs.	100/0	89/3
14. Teachers expect students to do their very best.	100/0	83/6
15. The school division provides adequate technology-related staff development.	80/20	n/a
16. Principals and assistant principals in our schools care about students' needs.	100/0	93/2
17. In general, parents take responsibility for their children's behavior in our schools.	60/30	52/30
18. Parents in this school division are satisfied with the education their children are receiving.	80/0	66/11
19. Most parents seem to know what goes on in our schools.	70/10	40/39
20. Parents play an active role in decision-making in our schools.	70/0	47/23
21. This community really cares about its children's education.	90/0	72/12
22. The food services department encourages student participation through customer satisfaction surveys.	10/20	n/a
23. The school division requests input on the long range technology plan.	90/10	n/a
24. Funds are managed wisely to support education in this school division.	70/0	68/17
25. Sufficient student services are provided in this school division (e.g., counseling, speech therapy, health).	100/0	57/33
26. School-based personnel play an important role in making decisions that affect schools in this school division.	100/0	n/a
27. The school division provides adequate technical support.	80/10	n/a
28. Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.	0/90	n/a
29. The food services department provides nutritious and appealing meals and snacks.	40/10	n/a

[1] For comparison purposes, administrators and principals in other school districts were combined in order to benchmark against a similar grouping in Lancaster Public Schools.
[2] Percent responding *Agree* or *Strongly Agree*/Percent responding *Disagree* or *Strongly Disagree.*

EXHIBIT A-11
COMPARISON SURVEY RESPONSES
LANCASTER COUNTY PUBLIC SCHOOLS ADMINISTRATORS[1] AND
ADMINISTRATORS IN OTHER SCHOOL DISTRICTS

PART C	(% G+ E) / (% F + P) [2]	
	LANCASTER COUNTY PUBLIC SCHOOLS ADMINISTRATORS	**OTHER SCHOOL DISTRICT ADMINISTRATORS**
1. Board of Education members' knowledge of the educational needs of students in the school district.	60/40	37/59
2. Board of Education members' knowledge of operations in Lancaster County Public Schools.	60/40	37/59
3. Board of Education members' work at setting or revising policies for the school district.	60/40	45/50
4. The school district Superintendent's work as the educational leader of the school district.	90/10	71/26
5. The school district Superintendent's work as the chief administrator (manager) of the school district.	90/10	73/26
6. Principals' work as the instructional leaders of their schools.	100/0	82/15
7. Principals' work as the managers of the staff and teachers.	80/20	86/11
8. Teachers' work in meeting students' individual learning needs.	100/0	73/23
9. Teachers' work in communicating with parents.	90/0	60/35
10. Teachers' attitudes about their jobs.	80/10	58/39
11. Students' ability to learn.	90/0	80/16
12. The amount of time students spend on task learning in the classroom.	90/0	66/25
13. Parents' efforts in helping their children to do better in school.	70/20	34/59
14. Parents' participation in school activities and organizations.	50/40	31/63
15. How well students' test results are explained to parents.	60/30	44/48
16. The cleanliness and maintenance of facilities in the school district.	90/10	64/35
17. How well relations are maintained with various groups in the community.	80/10	59/37
18. Staff development opportunities provided by the school district for teachers.	80/10	64/33
19. Staff development opportunities provided by the school district for school administrators.	80/20	57/40
20. The school district's job of providing adequate instructional technology.	70/30	49/49
21. The school district's use of technology for administrative purposes.	90/10	51/47

[1] For comparison purposes, administrators and principals in other school districts were combined in order to benchmark against a similar grouping in Lancaster Public School district.
[2] Percent responding *Good* or *Excellent* / Percent responding *Fair* or *Poor.*

EXHIBIT A-12
COMPARISON SURVEY RESPONSES
LANCASTER COUNTY PUBLIC SCHOOLS ADMINISTRATORS[1] AND
ADMINISTRATORS IN OTHER SCHOOL DISTRICTS

PART D: WORK ENVIRONMENT	(% A + SA) / (% D + SD) [2]	
	LANCASTER COUNTY PUBLIC SCHOOLS ADMINISTRATORS	**OTHER SCHOOL DISTRICT ADMINISTRATORS**
1. I find the school district to be an exciting, challenging place to work.	100/0	84/6
2. The work standards and expectations in the school district are equal to or above those of most other school districts.	100/0	79/8
3. School district officials enforce high work standards.	90/10	75/11
4. Most school district teachers enforce high student learning standards.	100/0	74/7
5. School district teachers and administrators have excellent working relationships.	80/0	64/14
6. Teachers who do not meet expected work standards are disciplined.	60/0	33/36
7. Staff who do not meet expected work standards are disciplined.	70/10	45/30
8. I feel that I have the authority to adequately perform my job responsibilities.	80/10	80/13
9. I have adequate facilities in which to do my work.	80/10	71/22
10. I have adequate equipment and computer support to do my work.	90/10	66/26
11. The workloads are equitably distributed among teachers and among staff members.	60/0	50/25
12. No one knows or cares about the amount or quality of work that I perform.	10/80	19/67
13. Workload is evenly distributed.	50/30	39/40
14. The failure of school district officials to enforce high work standards results in poor quality work.	100/0	N/A
15. I often observe other teachers and/or staff socializing rather than working while on the job.	0/90	15/67

[1] For comparison purposes, administrators and principals in other school districts were combined in order to benchmark against a similar grouping in Lancaster Public Schools.
[2] Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree.*

EXHIBIT A-13
COMPARISON SURVEY RESPONSES
LANCASTER COUNTY PUBLIC SCHOOLS ADMINISTRATORS[1] AND
ADMINISTRATORS IN OTHER SCHOOL DISTRICTS

PART E: JOB SATISFACTION	(% A + SA) / (% D + SD)[2]	
	LANCASTER COUNTY PUBLIC SCHOOLS ADMINISTRATORS	**OTHER SCHOOL DISTRICT ADMINISTRATORS**
1. I am very satisfied with my job in the school district.	100/0	80/10
2. I plan to continue my career in the school district.	80/0	82/5
3. I am actively looking for a job outside of the school district.	0/90	9/78
4. Salary levels in the school district are competitive (with other school districts).	30/50	41/46
5. I feel that my work is appreciated by my supervisor(s).	70/10	70/16
6. I feel that I am an integral part of the school district.	60/10	72/13
7. I feel that there is no future for me in the school district.	10/80	9/79
8. My salary level is adequate for my level of work and experience.	30/50	34/56

[1] For comparison purposes, administrators and principals in other school districts were combined in order to benchmark against a similar grouping in Lancaster Public Schools Administrators.
[2] Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree.*

EXHIBIT A-14
COMPARISON SURVEY RESPONSES
LANCASTER COUNTY PUBLIC SCHOOLS ADMINISTRATORS[1] AND
ADMINISTRATORS IN OTHER SCHOOL DISTRICTS

PART F: ADMINISTRATIVE STRUCTURE/PRACTICES	(% A + SA) / (% D + SD)[2]	
	LANCASTER COUNTY PUBLIC SCHOOLS ADMINISTRATORS	**OTHER SCHOOL DISTRICT ADMINISTRATORS**
1. Most administrative practices in the school district are highly effective and efficient.	80/0	62/20
2. Administrative decisions are made promptly and decisively.	90/0	50/30
3. School district administrators are easily accessible and open to input.	60/0	70/16
4. Authority for administrative decisions is delegated to the lowest possible level.	50/10	36/39
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	90/0	69/13
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	20/70	40/37
7. The extensive committee structure in the school district ensures adequate input from teachers and staff on most important decisions.	78/0	58/20
8. The school district has too many committees.	10/60	37/33
9. The school district has too many layers of administrators.	0/70	19/64
10. Most administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	50/10	59/24
11. Central office administrators are responsive to school needs.	80/10	69/15
12. Central office administrators provide quality service to schools.	80/20	70/13

[1] For comparison purposes, administrators and principals in other school districts were combined in order to benchmark against a similar grouping in Lancaster Public Schools.
[2] Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree.*

EXHIBIT A-15
COMPARISON SURVEY RESPONSES
LANCASTER COUNTY PUBLIC SCHOOLS ADMINISTRATORS[1] AND
ADMINISTRATORS IN OTHER SCHOOL DISTRICTS

PART G: SCHOOL DISTRICT/PROGRAM FUNCTION	% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT / % ADEQUATE + OUTSTANDING[2]	
	LANCASTER COUNTY PUBLIC SCHOOLS ADMINISTRATORS	OTHER SCHOOL DISTRICTS ADMINISTRATORS
a. Budgeting	50/40	45/51
b. Strategic planning	40/40	46/43
c. Curriculum planning	20/70	43/50
d. Financial management and accounting	50/40	36/58
e. Community relations	40/60	43/52
f. Program evaluation, research, and assessment	10/80	41/51
g. Instructional technology	60/40	56/39
h. Pupil accounting	10/50	28/58
i. Instructional coordination/supervision	10/80	36/55
j. Instructional support	10/80	40/51
k. Federal Programs (e.g., Title I, Special Education) coordination	20/80	32/52
l. Personnel recruitment	30/70	44/46
m. Personnel selection	30/70	40/53
n. Personnel evaluation	20/80	46/50
o. Staff development	40/60	44/53
p. Data processing	50/40	39/49
q. Purchasing	50/50	34/58
r. Plant maintenance	60/40	50/47
s. Facilities planning	40/60	47/46
t. Transportation	20/80	33/60
u. Food service	50/40	29/66
v. Custodial services	50/50	42/54
w. Risk management	20/40	26/58
x. Administrative technology	30/70	49/47
y. Grants administration	40/50	N/A

[1] For comparison purposes, administrators and principals in other school districts were combined in order to benchmark against a similar grouping in Lancaster Public Schools Administrators.
[2] Percent responding *Needs Some Improvement* or *Needs Major Improvement* / Percent responding *Adequate* or *Outstanding.*

EXHIBIT A-16
COMPARISON SURVEY RESPONSES
LANCASTER COUNTY PUBLIC SCHOOLS TEACHERS AND
TEACHERS IN OTHER SCHOOL DISTRICTS

PART A OF SURVEY	LANCASTER COUNTY PUBLIC SCHOOLS (%)	OTHER SCHOOL DISTRICTS (%)
1. Overall quality of public education in the school district is:		
Good or Excellent	71	74
Fair or Poor	29	25
2. Overall quality of education in the school district is:		
Improving	69	53
Staying the Same	17	27
Getting Worse	6	16
Don't Know	8	4
3. Grade given to teachers:		
Above Average (A or B)	80	83
Below Average (D or F)	1	1
4. Grade given to school administrators:		
Above Average (A or B)	61	59
Below Average (D or F)	11	11
5. Grade given to school district administrators:		
Above Average (A or B)	48	38
Below Average (D or F)	17	21

EXHIBIT A-17
COMPARISON SURVEY RESPONSES
LANCASTER COUNTY PUBLIC SCHOOLS TEACHERS AND
TEACHERS IN OTHER SCHOOL DISTRICTS

PART B	(% A + SA) / (% D + SD) [1]	
	LANCASTER COUNTY PUBLIC SCHOOLS	**OTHER SCHOOL DISTRICTS**
1. The emphasis on learning in this school division has increased in recent years.	69/11	71/13
2. Our schools are safe and secure from crime.	79/11	53/28
3. Our schools effectively handle misbehavior problems.	56/29	37/48
4. Our schools have sufficient space and facilities to support the instructional programs.	33/54	28/62
5. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	62/27	54/31
6. Our schools can be described as "good places to learn."	69/12	74/11
7. There is administrative support for controlling student behavior in our schools.	70/18	55/29
8. Most students in our schools are motivated to learn.	44/39	55/29
9. Lessons are organized to meet students' needs.	80/6	79/9
10. The curriculum is broad and challenging for most students.	69/14	77/11
11. There is little a teacher can do to overcome education problems due to a student's home life.	28/39	35/46
12. Teachers in our schools know the material they teach.	82/6	88/4
13. Teachers in our schools care about students' needs.	89/3	91/3
14. Teachers expect students to do their very best.	84/4	88/4
15. The school division provides adequate technology-related staff development.	44/31	n/a
16. Principals and assistant principals in our schools care about students' needs.	79/7	83/7
17. In general, parents take responsibility for their children's behavior in our schools.	31/49	27/53
18. Parents in this school division are satisfied with the education their children are receiving.	51/5	53/14
19. Most parents seem to know what goes on in our schools.	35/35	29/50
20. Parents play an active role in decision-making in our schools.	21/43	36/38
21. This community really cares about its children's education.	37/36	49/27
22. The food services department encourages student participation through customer satisfaction surveys.	12/50	n/a
23. The school division requests input on the long range technology plan.	33/30	n/a
24. Funds are managed wisely to support education in this school division.	32/35	28/46
25. Sufficient student services are provided in this school division (e.g., counseling, speech therapy, health).	75/11	53/34
26. School-based personnel play an important role in making decisions that affect schools in this school division.	36/42	35/33
27. The school division provides adequate technical support.	46/42	n/a
28. Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.	4/84	17/60
29. The food services department provides nutritious and appealing meals and snacks.	40/35	43/34

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

EXHIBIT A-18
COMPARISON SURVEY RESPONSES
LANCASTER COUNTY PUBLIC SCHOOLS TEACHERS AND
TEACHERS IN OTHER SCHOOL DISTRICTS

PART C	(%G+ E) / (%F + P)[1]	
	LANCASTER COUNTY PUBLIC SCHOOLS	**OTHER SCHOOL DISTRICTS**
1. Board of Education members' knowledge of the educational needs of students in the school district.	38/47	24/64
2. Board of Education members' knowledge of operations in the school district.	37/46	29/55
3. Board of Education members' work at setting or revising policies for the school district.	42/39	27/58
4. The school district Superintendent's work as the educational leader of the school district.	45/53	49/40
5. The school district Superintendent's work as the chief administrator (manager) of the school district.	54/42	50/38
6. Principals' work as the instructional leaders of their schools.	67/33	63/36
7. Principals' work as the managers of the staff and teachers.	71/29	67/32
8. Teachers' work in meeting students' individual learning needs.	76/22	79/20
9. Teachers' work in communicating with parents.	75/25	75/24
10. Teachers' attitudes about their jobs.	56/43	50/49
11. Students' ability to learn.	65/35	64/35
12. The amount of time students spend on task learning in the classroom.	71/27	60/37
13. Parents' efforts in helping their children to do better in school.	25/72	21/76
14. Parents' participation in school activities and organizations.	20/77	23/75
15. How well students' test results are explained to parents.	44/36	38/52
16. The cleanliness and maintenance of facilities in the school district.	68/32	52/47
17. How well relations are maintained with various groups in the community.	51/30	43/44
18. Staff development opportunities provided by the school district for teachers.	33/62	61/38
19. Staff development opportunities provided by the school district for school administrators.	27/20	32/22
20. The school district's job of providing adequate instructional technology.	42/56	47/51
21. The school district's use of technology for administrative purposes.	46/31	45/31

[1] Percent responding *Good* or *Excellent* / Percent responding *Fair* or *Poor.* The *don't know* responses are omitted.

EXHIBIT A-19
COMPARISON SURVEY RESPONSES
LANCASTER COUNTY PUBLIC SCHOOLS TEACHERS AND
TEACHERS IN OTHER SCHOOL DISTRICTS

PART D: WORK ENVIRONMENT	(% A + SA) / (% D + SD)[1]	
	LANCASTER COUNTY PUBLIC SCHOOLS	OTHER SCHOOL DISTRICTS
1. I find the school district to be an exciting, challenging place to work.	62/13	69/12
2. The work standards and expectations in the school district are equal to or above those of most other school districts.	67/13	63/14
3. School district officials enforce high work standards.	74/11	63/15
4. Most school district teachers enforce high student learning standards.	81/8	78/8
5. School district teachers and administrators have excellent working relationships.	51/32	45/26
6. Teachers who do not meet expected work standards are disciplined.	37/24	25/39
7. Staff who do not meet expected work standards are disciplined.	34/20	23/36
8. I feel that I have the authority to adequately perform my job responsibilities.	82/8	81/12
9. I have adequate facilities in which to do my work.	72/14	69/23
10. I have adequate equipment and computer support to do my work.	56/25	54/36
11. The workloads are equitably distributed among teachers and among staff members.	52/34	40/43
12. No one knows or cares about the amount or quality of work that I perform.	16/57	24/58
13. Workload is evenly distributed.	47/29	36/43
14. The failure of school district officials to enforce high work standards results in poor quality work.	93/2	87/7
15. I often observe other teachers and/or staff socializing rather than working while on the job.	7/77	18/66

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

EXHIBIT A-20
COMPARISON SURVEY RESPONSES
LANCASTER COUNTY PUBLIC SCHOOLS TEACHERS
AND TEACHERS IN OTHER SCHOOL DISTRICTS

	(% A + SA) / (% D + SD)[1]	
PART E: JOB SATISFACTION	**LANCASTER COUNTY PUBLIC SCHOOLS**	**OTHER SCHOOL DISTRICTS**
1. I am very satisfied with my job in the school district.	73/11	70/15
2. I plan to continue my career in the school district.	70/7	76/8
3. I am actively looking for a job outside of the school district.	10/71	11/74
4. Salary levels in the school district are competitive (with other school districts).	14/68	33/53
5. I feel that my work is appreciated by my supervisor(s).	55/25	65/21
6. I feel that I am an integral part of the school district.	61/14	59/20
7. I feel that there is no future for me in the school district.	9/68	12/73
8. My salary level is adequate for my level of work and experience.	16/63	20/69

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

EXHIBIT A-21
COMPARISON SURVEY RESPONSES
LANCASTER COUNTY PUBLIC SCHOOLS TEACHERS AND
TEACHERS IN OTHER SCHOOL DISTRICTS

PART F: ADMINISTRATIVE STRUCTURE/PRACTICES	(% A + SA) / (% D + SD)[1]	
	LANCASTER COUNTY PUBLIC SCHOOLS	**OTHER SCHOOL DISTRICTS**
1. Most administrative practices in the school district are highly effective and efficient.	49/25	34/36
2. Administrative decisions are made promptly and decisively.	59/22	36/36
3. School district administrators are easily accessible and open to input.	52/33	39/35
4. Authority for administrative decisions is delegated to the lowest possible level.	15/31	15/29
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	58/24	55/27
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	21/37	45/19
7. The extensive committee structure in the school district ensures adequate input from teachers and staff on most important decisions.	27/44	29/39
8. The school district has too many committees.	12/37	43/13
9. The school district has too many layers of administrators.	6/55	53/15
10. Most administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	47/20	35/28
11. Central office administrators are responsive to school needs.	46/18	27/34
12. Central office administrators provide quality service to schools.	45/22	27/31

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

EXHIBIT A-22
COMPARISON SURVEY RESPONSES
LANCASTER COUNTY PUBLIC SCHOOLS TEACHERS AND
TEACHERS IN OTHER SCHOOL DISTRICTS

PART G: SCHOOL DISTRICT/PROGRAM FUNCTION	% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT	/ % ADEQUATE [1] + OUTSTANDING
	LANCASTER COUNTY PUBLIC SCHOOLS	OTHER SCHOOL DISTRICTS
a. Budgeting	65/27	65/16
b. Strategic planning	46/37	47/24
c. Curriculum planning	33/63	52/41
d. Financial management and accounting	40/39	49/23
e. Community relations	43/51	53/38
f. Program evaluation, research, and assessment	36/44	42/38
g. Instructional technology	58/41	53/40
h. Pupil accounting	24/51	29/39
i. Instructional coordination/supervision	22/72	38/48
j. Instructional support	35/60	48/45
k. Federal Programs (e.g., Title I, Special Education) coordination	33/57	36/40
l. Personnel recruitment	28/41	40/35
m. Personnel selection	27/46	42/37
n. Personnel evaluation	31/59	41/48
o. Staff development	50/42	42/52
p. Data processing	21/45	21/34
q. Purchasing	35/42	33/30
r. Plant maintenance	29/40	41/37
s. Facilities planning	29/36	41/28
t. Transportation	26/55	32/46
u. Food service	38/48	41/47
v. Custodial services	26/70	44/49
w. Risk management	16/43	22/32
x. Administrative technology	20/41	24/34
y. Grants administration	22/34	21/32

[1] Percent responding *Needs Some Improvement* or *Needs Major Improvement* / Percent responding *Adequate* or *Outstanding.* The *neutral* and *don't know* responses are omitted.

APPENDIX B:

COMPARISON SURVEY RESPONSES

APPENDIX B

APPENDIX B-1
COMPARISON SURVEY RESPONSES
WITHIN LANCASTER COUNTY PUBLIC SCHOOLS

PART A OF SURVEY	ADMINISTRATOR/PRINCIPAL RESPONSES (%)	TEACHER RESPONSES (%)
1. Overall quality of public education in the Lancaster County Public Schools is:		
Good or Excellent	100	71
Fair or Poor	0	29
2. Overall quality of education in the Lancaster County Public Schools is:		
Improving	90	69
Staying the Same	10	17
Getting Worse	0	6
Don't Know	0	8
3. Grade given to the Lancaster County Public Schools teachers:		
Above Average (A or B)	100	80
Below Average (D or F)	0	1
4. Grade given to the Lancaster County Public Schools school level administrators:		
Above Average (A or B)	100	61
Below Average (D or F)	0	11
5. Grade given to the Lancaster County Public Schools central office administrators:		
Above Average (A or B)	90	48
Below Average (D or F)	0	17

**APPENDIX B-2
COMPARISON SURVEY RESPONSES
WITHIN LANCASTER COUNTY PUBLIC SCHOOLS**

PART B	(%A + SA) / (%D + SD)[1]	
	ADMINISTRATORS/ PRINCIPALS	TEACHERS
1. The emphasis on learning in this school division has increased in recent years.	100/0	69/11
2. Our schools are safe and secure from crime.	100/0	79/11
3. Our schools effectively handle misbehavior problems.	90/0	56/29
4. Our schools have sufficient space and facilities to support the instructional programs.	50/30	33/54
5. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	90/10	62/27
6. Our schools can be described as "good places to learn."	100/0	69/12
7. There is administrative support for controlling student behavior in our schools.	100/0	70/18
8. Most students in our schools are motivated to learn.	100/0	44/39
9. Lessons are organized to meet students' needs.	90/0	80/6
10. The curriculum is broad and challenging for most students.	100/0	69/14
11. There is little a teacher can do to overcome education problems due to a student's home life.	20/80	28/39
12. Teachers in our schools know the material they teach.	100/0	82/6
13. Teachers in our schools care about students' needs.	100/0	89/3
14. Teachers expect students to do their very best.	100/0	84/4
15. The school division provides adequate technology-related staff development.	80/20	44/31
16. Principals and assistant principals in our schools care about students' needs.	100/0	79/7
17. In general, parents take responsibility for their children's behavior in our schools.	60/30	31/49
18. Parents in this school division are satisfied with the education their children are receiving.	80/0	51/5
19. Most parents seem to know what goes on in our schools.	70/10	35/35
20. Parents play an active role in decision-making in our schools.	70/0	21/43
21. This community really cares about its children's education.	90/0	37/36
22. The food services department encourages student participation through customer satisfaction surveys.	10/20	12/50
23. The school division requests input on the long range technology plan.	90/10	33/30
24. Funds are managed wisely to support education in this school division.	70/0	32/35
25. Sufficient student services are provided in this school division (e.g., counseling, speech therapy, health).	100/0	75/11
26. School-based personnel play an important role in making decisions that affect schools in this school division.	100/0	36/42
27. The school division provides adequate technical support.	80/10	46/42
28. Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.	0/90	4/84
29. The food services department provides nutritious and appealing meals and snacks.	40/10	40/35

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

APPENDIX B-3
COMPARISON SURVEY RESPONSES
WITHIN LANCASTER COUNTY PUBLIC SCHOOLS

PART C	(%G + E) / (%F + P)[1]	
	ADMINISTRATORS PRINCIPALS	TEACHERS
1. Board of Education members' knowledge of the educational needs of students in Lancaster County Public Schools.	60/40	38/47
2. Board of Education members' knowledge of operations in Lancaster County Public Schools.	60/40	37/46
3. Board of Education members' work at setting or revising policies for Lancaster County Public Schools.	60/40	42/39
4. The School District Superintendent's work as the educational leader of Lancaster County Public Schools.	90/10	45/53
5. The School District Superintendent's work as the chief administrator (manager) of Lancaster County Public Schools.	90/10	54/42
6. Principals' work as the instructional leaders of their schools.	100/0	67/33
7. Principals' work as the managers of the staff and teachers.	80/20	71/29
8. Teachers' work in meeting students' individual learning needs.	100/0	76/22
9. Teachers' work in communicating with parents.	90/0	75/25
10. Teachers' attitudes about their jobs.	80/10	56/43
11. Students' ability to learn.	90/0	65/35
12. The amount of time students spend on task learning in the classroom.	90/0	71/27
13. Parents' efforts in helping their children to do better in school.	70/20	25/72
14. Parents' participation in school activities and organizations.	50/40	20/77
15. How well students' test results are explained to parents.	60/30	44/36
16. The cleanliness and maintenance of facilities in Lancaster County Public Schools.	90/10	68/32
17. How well relations are maintained with various groups in the community.	80/10	51/30
18. Staff development opportunities provided by Lancaster County Public Schools for teachers.	80/10	33/62
19. Staff development opportunities provided by Lancaster County Public Schools for school administrators.	80/20	27/20
20. The school district's job of providing adequate instructional technology.	70/30	42/56
21. The school district's use of technology for administrative purposes.	90/10	46/31

[1]Percent responding *Good* or *Excellent* / Percent responding *Fair* or *Poor.* The *don't know* responses are omitted.

APPENDIX B-4
COMPARISON SURVEY RESPONSES
WITHIN LANCASTER COUNTY PUBLIC SCHOOLS

	(% A + SA) / (% D + SD)[1]	
PART D: WORK ENVIRONMENT	**ADMINISTRATORS/ PRINCIPALS**	**TEACHERS**
1. I find Lancaster County Public Schools to be an exciting, challenging place to work.	100/0	62/13
2. The work standards and expectations in Lancaster County Public Schools are equal to or above those of most other school districts.	100/0	67/13
3. Lancaster County Public Schools officials enforce high work standards.	90/10	74/11
4. Most Lancaster County Public Schools teachers enforce high student learning standards.	100/0	81/8
5. Lancaster County Public Schools teachers and administrators have excellent working relationships.	80/0	51/32
6. <u>Teachers</u> who do not meet expected work standards are disciplined.	60/0	37/24
7. <u>Staff</u> who do not meet expected work standards are disciplined.	70/10	34/20
8. I feel that I have the authority to adequately perform my job responsibilities.	80/10	82/8
9. I have adequate facilities in which to conduct my work.	80/10	72/14
10. I have adequate equipment and computer support to conduct my work.	90/10	56/25
11. The workloads are equitably distributed among teachers and among staff members.	60/0	52/34
12. No one knows or cares about the amount or quality of work that I perform.	10/80	16/57
13. Workload is evenly distributed.	50/30	47/29
14. If there were an emergency in the schools, I would know how to respond appropriately.	100/0	93/2
15. I often observe other teachers and/or staff socializing rather than working while on the job.	0/90	7/77

[1]Percent responding *Agree* or *Strongly Agree*/Percent responding *Disagree11* or *Strongly Disagree.* The *neutral* and *don't know* responses are omitted.

APPENDIX B-5
COMPARISON SURVEY RESPONSES
WITHIN LANCASTER COUNTY PUBLIC SCHOOLS

PART E: JOB SATISFACTION	(%A + SA) / (% D + SD)[1]	
	ADMINISTRATORS/ PRINCIPALS	TEACHERS
1. I am very satisfied with my job in Lancaster County Public Schools.	100/0	73/11
2. I plan to continue my career in Lancaster County Public Schools.	80/0	70/7
3. I am actively looking for a job outside of Lancaster County Public Schools.	0/90	10/71
4. Salary levels in Lancaster County Public Schools are competitive.	30/50	14/68
5. I feel that my work is appreciated by my supervisor(s).	70/10	55/25
6. I feel that I am an integral part of Lancaster County Public Schools team.	60/10	61/14
7. I feel that there is no future for me in Lancaster County Public Schools.	10/80	9/68
8. My salary level is adequate for my level of work and experience.	30/50	16/63

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

APPENDIX B-6
COMPARISON SURVEY RESPONSES
WITHIN LANCASTER COUNTY PUBLIC SCHOOLS

PART F: ADMINISTRATIVE STRUCTURE/PRACTICES	(% A + SA) / (% D + SD)[1]	
	ADMINISTRATORS/ PRINCIPALS	TEACHERS
1. Most administrative practices in Lancaster County Public Schools are highly effective and efficient.	80/0	49/25
2. Administrative decisions are made promptly and decisively.	90/0	59/22
3. Lancaster County Public Schools administrators are easily accessible and open to input.	60/0	52/33
4. Authority for administrative decisions is delegated to the lowest possible level.	50/10	15/31
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	90/0	58/24
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	20/70	21/37
7. The extensive committee structure in Lancaster County Public Schools ensures adequate input from teachers and staff on most important decisions.	78/0	27/44
8. Lancaster County Public Schools has too many committees.	10/60	12/37
9. Lancaster County Public Schools has too many layers of administrators.	0/70	6/55
10. Most of Lancaster County Public Schools administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	50/10	47/20
11. Central office administrators are responsive to school needs.	80/10	46/18
12. Central office administrators provide quality service to schools.	80/20	45/22

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

APPENDIX B-7
COMPARISON SURVEY RESPONSES
WITHIN LANCASTER COUNTY PUBLIC SCHOOLS

PART G: SCHOOL DISTRICT/PROGRAM FUNCTION	% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT / % ADEQUATE [1] + OUTSTANDING	
	ADMINISTRATORS/ PRINCIPALS	TEACHERS
a. Budgeting	50/40	65/27
b. Strategic planning	40/40	46/37
c. Curriculum planning	20/70	33/63
d. Financial management and accounting	50/40	40/39
e. Community relations	40/60	43/51
f. Program evaluation, research, and assessment	10/80	36/44
g. Instructional technology	60/40	58/41
h. Pupil accounting	10/50	24/51
i. Instructional coordination/supervision	10/80	22/72
j. Instructional support	10/80	35/60
k. Federal Programs (e.g., Title I, Special Education) coordination	20/80	33/57
l. Personnel recruitment	30/70	28/41
m. Personnel selection	30/70	27/46
n. Personnel evaluation	20/80	31/59
o. Staff development	40/60	50/42
p. Data processing	50/40	21/45
q. Purchasing	50/50	35/42
r. Plant maintenance	60/40	29/40
s. Facilities planning	40/60	29/36
t. Transportation	20/80	26/55
u. Food service	50/40	38/48
v. Custodial services	50/50	26/70
w. Risk management	20/40	16/43
x. Administrative technology	30/70	20/41
y. Grants administration	40/50	22/34

[1]Percent responding *Needs Some Improvement* or *Needs Major Improvement* / Percent responding *Adequate* or *Outstanding.* The *should be eliminated* and *don't know* responses are omitted.

APPENDIX B-8
COMPARISON SURVEY RESPONSES
WITHIN LANCASTER COUNTY PUBLIC SCHOOLS

PART H: OPERATIONS	ADMINISTRATORS/ PRINCIPALS (%)	TEACHERS (%)
1. The overall operation of Lancaster County Public Schools is:		
Highly efficient	0	8
Above average in efficiency	80	35
Average in efficiency	10	38
Less efficient than most other school districts	10	17
Don't know	0	1
2. The operational efficiency of Lancaster County Public Schools could be improved by:		
Outsourcing some support services	20	14
Offering more programs	40	29
Offering fewer programs	10	3
Increasing the number of administrators	20	3
Reducing the number of administrators	10	8
Increasing the number of teachers	50	42
Reducing the number of teachers	0	0
Increasing the number of support staff	50	42
Reducing the number of support staff	0	1
Increasing the number of facilities	40	35
Reducing the number of facilities	0	0
Rezoning schools	0	4
Other	10	13

*Percentages may add up to over 100 percent due to rounding.

APPENDIX B-9
COMPARISON SURVEY RESPONSES
LANCASTER COUNTY PUBLIC SCHOOLS ADMINISTRATORS[1] AND
ADMINISTRATORS IN OTHER SCHOOL DISTRICTS

PART A OF SURVEY	LANCASTER COUNTY PUBLIC SCHOOLS ADMINISTRATORS (%)	OTHER SCHOOL DISTRICT ADMINISTRATORS (%)
1. Overall quality of public education in the school district is:		
Good or Excellent	100	87
Fair or Poor	0	12
2. Overall quality of education in the school district is:		
Improving	90	72
Staying the Same	10	19
Getting Worse	0	7
Don't Know	0	2
3. Grade given to teachers:		
Above Average (A or B)	100	84
Below Average (D or F)	0	1
4. Grade given to school administrators:		
Above Average (A or B)	100	85
Below Average (D or F)	0	2
5. Grade given to school district administrators:		
Above Average (A or B)	90	70
Below Average (D or F)	0	8

[1] For comparison purposes, administrators and principals in other school districts were combined in order to benchmark against a similar grouping in Lancaster Public Schools.

APPENDIX B-10
COMPARISON SURVEY RESPONSES
LANCASTER COUNTY PUBLIC SCHOOLS ADMINISTRATORS[1] AND
ADMINISTRATORS IN OTHER SCHOOL DISTRICTS

PART B	(% A + SA) / (% D + SD)[2]	
	LANCASTER COUNTY PUBLIC SCHOOLS ADMINISTRATORS	**OTHER SCHOOL DISTRICT ADMINISTRATORS**
1. The emphasis on learning in this school division has increased in recent years.	100/0	86/6
2. Our schools are safe and secure from crime.	100/0	71/13
3. Our schools effectively handle misbehavior problems.	90/0	68/18
4. Our schools have sufficient space and facilities to support the instructional programs.	50/30	30/59
5. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	90/10	70/18
6. Our schools can be described as "good places to learn."	100/0	89/3
7. There is administrative support for controlling student behavior in our schools.	100/0	83/8
8. Most students in our schools are motivated to learn.	100/0	73/13
9. Lessons are organized to meet students' needs.	90/0	72/10
10. The curriculum is broad and challenging for most students.	100/0	74/11
11. There is little a teacher can do to overcome education problems due to a student's home life.	20/80	16/71
12. Teachers in our schools know the material they teach.	100/0	83/4
13. Teachers in our schools care about students' needs.	100/0	89/3
14. Teachers expect students to do their very best.	100/0	83/6
15. The school division provides adequate technology-related staff development.	80/20	n/a
16. Principals and assistant principals in our schools care about students' needs.	100/0	93/2
17. In general, parents take responsibility for their children's behavior in our schools.	60/30	52/30
18. Parents in this school division are satisfied with the education their children are receiving.	80/0	66/11
19. Most parents seem to know what goes on in our schools.	70/10	40/39
20. Parents play an active role in decision-making in our schools.	70/0	47/23
21. This community really cares about its children's education.	90/0	72/12
22. The food services department encourages student participation through customer satisfaction surveys.	10/20	n/a
23. The school division requests input on the long range technology plan.	90/10	n/a
24. Funds are managed wisely to support education in this school division.	70/0	68/17
25. Sufficient student services are provided in this school division (e.g., counseling, speech therapy, health).	100/0	57/33
26. School-based personnel play an important role in making decisions that affect schools in this school division.	100/0	n/a
27. The school division provides adequate technical support.	80/10	n/a
28. Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.	0/90	n/a
29. The food services department provides nutritious and appealing meals and snacks.	40/10	n/a

[1] For comparison purposes, administrators and principals in other school districts were combined in order to benchmark against a similar grouping in Lancaster Public Schools.
[2] Percent responding *Agree* or *Strongly Agree*/Percent responding *Disagree* or *Strongly Disagree.*

APPENDIX B-11
COMPARISON SURVEY RESPONSES
LANCASTER COUNTY PUBLIC SCHOOLS ADMINISTRATORS[1] AND
ADMINISTRATORS IN OTHER SCHOOL DISTRICTS

	(% G+ E) / (% F + P) [2]	
PART C	**LANCASTER COUNTY PUBLIC SCHOOLS ADMINISTRATORS**	**OTHER SCHOOL DISTRICT ADMINISTRATORS**
1. Board of Education members' knowledge of the educational needs of students in the school district.	60/40	37/59
2. Board of Education members' knowledge of operations in Lancaster County Public Schools.	60/40	37/59
3. Board of Education members' work at setting or revising policies for the school district.	60/40	45/50
4. The school district Superintendent's work as the educational leader of the school district.	90/10	71/26
5. The school district Superintendent's work as the chief administrator (manager) of the school district.	90/10	73/26
6. Principals' work as the instructional leaders of their schools.	100/0	82/15
7. Principals' work as the managers of the staff and teachers.	80/20	86/11
8. Teachers' work in meeting students' individual learning needs.	100/0	73/23
9. Teachers' work in communicating with parents.	90/0	60/35
10. Teachers' attitudes about their jobs.	80/10	58/39
11. Students' ability to learn.	90/0	80/16
12. The amount of time students spend on task learning in the classroom.	90/0	66/25
13. Parents' efforts in helping their children to do better in school.	70/20	34/59
14. Parents' participation in school activities and organizations.	50/40	31/63
15. How well students' test results are explained to parents.	60/30	44/48
16. The cleanliness and maintenance of facilities in the school district.	90/10	64/35
17. How well relations are maintained with various groups in the community.	80/10	59/37
18. Staff development opportunities provided by the school district for teachers.	80/10	64/33
19. Staff development opportunities provided by the school district for school administrators.	80/20	57/40
20. The school district's job of providing adequate instructional technology.	70/30	49/49
21. The school district's use of technology for administrative purposes.	90/10	51/47

[1] For comparison purposes, administrators and principals in other school districts were combined in order to benchmark against a similar grouping in Lancaster Public School district.
[2] Percent responding *Good* or *Excellent* / Percent responding *Fair* or *Poor.*

APPENDIX B-12
COMPARISON SURVEY RESPONSES
LANCASTER COUNTY PUBLIC SCHOOLS ADMINISTRATORS[1] AND
ADMINISTRATORS IN OTHER SCHOOL DISTRICTS

	(% A + SA) / (% D + SD) [2]	
PART D: WORK ENVIRONMENT	**LANCASTER COUNTY PUBLIC SCHOOLS ADMINISTRATORS**	**OTHER SCHOOL DISTRICT ADMINISTRATORS**
1. I find the school district to be an exciting, challenging place to work.	100/0	84/6
2. The work standards and expectations in the school district are equal to or above those of most other school districts.	100/0	79/8
3. School district officials enforce high work standards.	90/10	75/11
4. Most school district teachers enforce high student learning standards.	100/0	74/7
5. School district teachers and administrators have excellent working relationships.	80/0	64/14
6. Teachers who do not meet expected work standards are disciplined.	60/0	33/36
7. Staff who do not meet expected work standards are disciplined.	70/10	45/30
8. I feel that I have the authority to adequately perform my job responsibilities.	80/10	80/13
9. I have adequate facilities in which to do my work.	80/10	71/22
10. I have adequate equipment and computer support to do my work.	90/10	66/26
11. The workloads are equitably distributed among teachers and among staff members.	60/0	50/25
12. No one knows or cares about the amount or quality of work that I perform.	10/80	19/67
13. Workload is evenly distributed.	50/30	39/40
14. The failure of school district officials to enforce high work standards results in poor quality work.	100/0	N/A
15. I often observe other teachers and/or staff socializing rather than working while on the job.	0/90	15/67

[1] For comparison purposes, administrators and principals in other school districts were combined in order to benchmark against a similar grouping in Lancaster Public Schools.
[2] Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree.*

APPENDIX B-13
COMPARISON SURVEY RESPONSES
LANCASTER COUNTY PUBLIC SCHOOLS ADMINISTRATORS[1] AND
ADMINISTRATORS IN OTHER SCHOOL DISTRICTS

PART E: JOB SATISFACTION	(% A + SA) / (% D + SD)[2]	
	LANCASTER COUNTY PUBLIC SCHOOLS ADMINISTRATORS	**OTHER SCHOOL DISTRICT ADMINISTRATORS**
1. I am very satisfied with my job in the school district.	100/0	80/10
2. I plan to continue my career in the school district.	80/0	82/5
3. I am actively looking for a job outside of the school district.	0/90	9/78
4. Salary levels in the school district are competitive (with other school districts).	30/50	41/46
5. I feel that my work is appreciated by my supervisor(s).	70/10	70/16
6. I feel that I am an integral part of the school district.	60/10	72/13
7. I feel that there is no future for me in the school district.	10/80	9/79
8. My salary level is adequate for my level of work and experience.	30/50	34/56

[1] For comparison purposes, administrators and principals in other school districts were combined in order to benchmark against a similar grouping in Lancaster Public Schools Administrators.
[2] Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree.*

APPENDIX B-14
COMPARISON SURVEY RESPONSES
LANCASTER COUNTY PUBLIC SCHOOLS ADMINISTRATORS[1] AND
ADMINISTRATORS IN OTHER SCHOOL DISTRICTS

PART F: ADMINISTRATIVE STRUCTURE/PRACTICES	(% A + SA) / (% D + SD)[2]	
	LANCASTER COUNTY PUBLIC SCHOOLS ADMINISTRATORS	**OTHER SCHOOL DISTRICT ADMINISTRATORS**
1. Most administrative practices in the school district are highly effective and efficient.	80/0	62/20
2. Administrative decisions are made promptly and decisively.	90/0	50/30
3. School district administrators are easily accessible and open to input.	60/0	70/16
4. Authority for administrative decisions is delegated to the lowest possible level.	50/10	36/39
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	90/0	69/13
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	20/70	40/37
7. The extensive committee structure in the school district ensures adequate input from teachers and staff on most important decisions.	78/0	58/20
8. The school district has too many committees.	10/60	37/33
9. The school district has too many layers of administrators.	0/70	19/64
10. Most administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	50/10	59/24
11. Central office administrators are responsive to school needs.	80/10	69/15
12. Central office administrators provide quality service to schools.	80/20	70/13

[1] For comparison purposes, administrators and principals in other school districts were combined in order to benchmark against a similar grouping in Lancaster Public Schools.
[2] Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree.*

APPENDIX B-15
COMPARISON SURVEY RESPONSES
LANCASTER COUNTY PUBLIC SCHOOLS ADMINISTRATORS[1] AND
ADMINISTRATORS IN OTHER SCHOOL DISTRICTS

PART G: SCHOOL DISTRICT/PROGRAM FUNCTION	% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT / % ADEQUATE + OUTSTANDING[2]	
	LANCASTER COUNTY PUBLIC SCHOOLS ADMINISTRATORS	OTHER SCHOOL DISTRICTS ADMINISTRATORS
a. Budgeting	50/40	45/51
b. Strategic planning	40/40	46/43
c. Curriculum planning	20/70	43/50
d. Financial management and accounting	50/40	36/58
e. Community relations	40/60	43/52
f. Program evaluation, research, and assessment	10/80	41/51
g. Instructional technology	60/40	56/39
h. Pupil accounting	10/50	28/58
i. Instructional coordination/supervision	10/80	36/55
j. Instructional support	10/80	40/51
k. Federal Programs (e.g., Title I, Special Education) coordination	20/80	32/52
l. Personnel recruitment	30/70	44/46
m. Personnel selection	30/70	40/53
n. Personnel evaluation	20/80	46/50
o. Staff development	40/60	44/53
p. Data processing	50/40	39/49
q. Purchasing	50/50	34/58
r. Plant maintenance	60/40	50/47
s. Facilities planning	40/60	47/46
t. Transportation	20/80	33/60
u. Food service	50/40	29/66
v. Custodial services	50/50	42/54
w. Risk management	20/40	26/58
x. Administrative technology	30/70	49/47
y. Grants administration	40/50	N/A

[1] For comparison purposes, administrators and principals in other school districts were combined in order to benchmark against a similar grouping in Lancaster Public Schools Administrators.
[2] Percent responding *Needs Some Improvement* or *Needs Major Improvement* / Percent responding *Adequate* or *Outstanding*.

APPENDIX B-16
COMPARISON SURVEY RESPONSES
LANCASTER COUNTY PUBLIC SCHOOLS TEACHERS AND
TEACHERS IN OTHER SCHOOL DISTRICTS

PART A OF SURVEY	LANCASTER COUNTY PUBLIC SCHOOLS (%)	OTHER SCHOOL DISTRICTS (%)
1. Overall quality of public education in the school district is:		
Good or Excellent	71	74
Fair or Poor	29	25
2. Overall quality of education in the school district is:		
Improving	69	53
Staying the Same	17	27
Getting Worse	6	16
Don't Know	8	4
3. Grade given to teachers:		
Above Average (A or B)	80	83
Below Average (D or F)	1	1
4. Grade given to school administrators:		
Above Average (A or B)	61	59
Below Average (D or F)	11	11
5. Grade given to school district administrators:		
Above Average (A or B)	48	38
Below Average (D or F)	17	21

**APPENDIX B-17
COMPARISON SURVEY RESPONSES
LANCASTER COUNTY PUBLIC SCHOOLS TEACHERS AND
TEACHERS IN OTHER SCHOOL DISTRICTS**

PART B	(% A + SA) / (% D + SD) [1]	
	LANCASTER COUNTY PUBLIC SCHOOLS	OTHER SCHOOL DISTRICTS
1. The emphasis on learning in this school division has increased in recent years.	69/11	71/13
2. Our schools are safe and secure from crime.	79/11	53/28
3. Our schools effectively handle misbehavior problems.	56/29	37/48
4. Our schools have sufficient space and facilities to support the instructional programs.	33/54	28/62
5. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	62/27	54/31
6. Our schools can be described as "good places to learn."	69/12	74/11
7. There is administrative support for controlling student behavior in our schools.	70/18	55/29
8. Most students in our schools are motivated to learn.	44/39	55/29
9. Lessons are organized to meet students' needs.	80/6	79/9
10. The curriculum is broad and challenging for most students.	69/14	77/11
11. There is little a teacher can do to overcome education problems due to a student's home life.	28/39	35/46
12. Teachers in our schools know the material they teach.	82/6	88/4
13. Teachers in our schools care about students' needs.	89/3	91/3
14. Teachers expect students to do their very best.	84/4	88/4
15. The school division provides adequate technology-related staff development.	44/31	n/a
16. Principals and assistant principals in our schools care about students' needs.	79/7	83/7
17. In general, parents take responsibility for their children's behavior in our schools.	31/49	27/53
18. Parents in this school division are satisfied with the education their children are receiving.	51/5	53/14
19. Most parents seem to know what goes on in our schools.	35/35	29/50
20. Parents play an active role in decision-making in our schools.	21/43	36/38
21. This community really cares about its children's education.	37/36	49/27
22. The food services department encourages student participation through customer satisfaction surveys.	12/50	n/a
23. The school division requests input on the long range technology plan.	33/30	n/a
24. Funds are managed wisely to support education in this school division.	32/35	28/46
25. Sufficient student services are provided in this school division (e.g., counseling, speech therapy, health).	75/11	53/34
26. School-based personnel play an important role in making decisions that affect schools in this school division.	36/42	35/33
27. The school division provides adequate technical support.	46/42	n/a
28. Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.	4/84	17/60
29. The food services department provides nutritious and appealing meals and snacks.	40/35	43/34

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

APPENDIX B-18
COMPARISON SURVEY RESPONSES
LANCASTER COUNTY PUBLIC SCHOOLS TEACHERS AND
TEACHERS IN OTHER SCHOOL DISTRICTS

PART C	(%G+ E) / (%F + P)[1]	
	LANCASTER COUNTY PUBLIC SCHOOLS	OTHER SCHOOL DISTRICTS
1. Board of Education members' knowledge of the educational needs of students in the school district.	38/47	24/64
2. Board of Education members' knowledge of operations in the school district.	37/46	29/55
3. Board of Education members' work at setting or revising policies for the school district.	42/39	27/58
4. The school district Superintendent's work as the educational leader of the school district.	45/53	49/40
5. The school district Superintendent's work as the chief administrator (manager) of the school district.	54/42	50/38
6. Principals' work as the instructional leaders of their schools.	67/33	63/36
7. Principals' work as the managers of the staff and teachers.	71/29	67/32
8. Teachers' work in meeting students' individual learning needs.	76/22	79/20
9. Teachers' work in communicating with parents.	75/25	75/24
10. Teachers' attitudes about their jobs.	56/43	50/49
11. Students' ability to learn.	65/35	64/35
12. The amount of time students spend on task learning in the classroom.	71/27	60/37
13. Parents' efforts in helping their children to do better in school.	25/72	21/76
14. Parents' participation in school activities and organizations.	20/77	23/75
15. How well students' test results are explained to parents.	44/36	38/52
16. The cleanliness and maintenance of facilities in the school district.	68/32	52/47
17. How well relations are maintained with various groups in the community.	51/30	43/44
18. Staff development opportunities provided by the school district for teachers.	33/62	61/38
19. Staff development opportunities provided by the school district for school administrators.	27/20	32/22
20. The school district's job of providing adequate instructional technology.	42/56	47/51
21. The school district's use of technology for administrative purposes.	46/31	45/31

[1] Percent responding *Good* or *Excellent* / Percent responding *Fair* or *Poor.* The *don't know* responses are omitted.

APPENDIX B-19
COMPARISON SURVEY RESPONSES
LANCASTER COUNTY PUBLIC SCHOOLS TEACHERS AND
TEACHERS IN OTHER SCHOOL DISTRICTS

PART D: WORK ENVIRONMENT	(% A + SA) / (% D + SD)[1]	
	LANCASTER COUNTY PUBLIC SCHOOLS	**OTHER SCHOOL DISTRICTS**
1. I find the school district to be an exciting, challenging place to work.	62/13	69/12
2. The work standards and expectations in the school district are equal to or above those of most other school districts.	67/13	63/14
3. School district officials enforce high work standards.	74/11	63/15
4. Most school district teachers enforce high student learning standards.	81/8	78/8
5. School district teachers and administrators have excellent working relationships.	51/32	45/26
6. Teachers who do not meet expected work standards are disciplined.	37/24	25/39
7. Staff who do not meet expected work standards are disciplined.	34/20	23/36
8. I feel that I have the authority to adequately perform my job responsibilities.	82/8	81/12
9. I have adequate facilities in which to do my work.	72/14	69/23
10. I have adequate equipment and computer support to do my work.	56/25	54/36
11. The workloads are equitably distributed among teachers and among staff members.	52/34	40/43
12. No one knows or cares about the amount or quality of work that I perform.	16/57	24/58
13. Workload is evenly distributed.	47/29	36/43
14. The failure of school district officials to enforce high work standards results in poor quality work.	93/2	87/7
15. I often observe other teachers and/or staff socializing rather than working while on the job.	7/77	18/66

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

APPENDIX B-20
COMPARISON SURVEY RESPONSES
LANCASTER COUNTY PUBLIC SCHOOLS TEACHERS
AND TEACHERS IN OTHER SCHOOL DISTRICTS

PART E: JOB SATISFACTION	(% A + SA) / (% D + SD)[1]	
	LANCASTER COUNTY PUBLIC SCHOOLS	**OTHER SCHOOL DISTRICTS**
1. I am very satisfied with my job in the school district.	73/11	70/15
2. I plan to continue my career in the school district.	70/7	76/8
3. I am actively looking for a job outside of the school district.	10/71	11/74
4. Salary levels in the school district are competitive (with other school districts).	14/68	33/53
5. I feel that my work is appreciated by my supervisor(s).	55/25	65/21
6. I feel that I am an integral part of the school district.	61/14	59/20
7. I feel that there is no future for me in the school district.	9/68	12/73
8. My salary level is adequate for my level of work and experience.	16/63	20/69

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

**APPENDIX B-21
COMPARISON SURVEY RESPONSES
LANCASTER COUNTY PUBLIC SCHOOLS TEACHERS AND
TEACHERS IN OTHER SCHOOL DISTRICTS**

PART F: ADMINISTRATIVE STRUCTURE/PRACTICES	(% A + SA) / (% D + SD)[1]	
	LANCASTER COUNTY PUBLIC SCHOOLS	OTHER SCHOOL DISTRICTS
1. Most administrative practices in the school district are highly effective and efficient.	49/25	34/36
2. Administrative decisions are made promptly and decisively.	59/22	36/36
3. School district administrators are easily accessible and open to input.	52/33	39/35
4. Authority for administrative decisions is delegated to the lowest possible level.	15/31	15/29
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	58/24	55/27
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	21/37	45/19
7. The extensive committee structure in the school district ensures adequate input from teachers and staff on most important decisions.	27/44	29/39
8. The school district has too many committees.	12/37	43/13
9. The school district has too many layers of administrators.	6/55	53/15
10. Most administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	47/20	35/28
11. Central office administrators are responsive to school needs.	46/18	27/34
12. Central office administrators provide quality service to schools.	45/22	27/31

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

APPENDIX B-22
COMPARISON SURVEY RESPONSES
LANCASTER COUNTY PUBLIC SCHOOLS TEACHERS AND
TEACHERS IN OTHER SCHOOL DISTRICTS

PART G: SCHOOL DISTRICT/PROGRAM FUNCTION	% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT	/	% ADEQUATE [1] + OUTSTANDING
	LANCASTER COUNTY PUBLIC SCHOOLS		OTHER SCHOOL DISTRICTS
a. Budgeting	65/27		65/16
b. Strategic planning	46/37		47/24
c. Curriculum planning	33/63		52/41
d. Financial management and accounting	40/39		49/23
e. Community relations	43/51		53/38
f. Program evaluation, research, and assessment	36/44		42/38
g. Instructional technology	58/41		53/40
h. Pupil accounting	24/51		29/39
i. Instructional coordination/supervision	22/72		38/48
j. Instructional support	35/60		48/45
k. Federal Programs (e.g., Title I, Special Education) coordination	33/57		36/40
l. Personnel recruitment	28/41		40/35
m. Personnel selection	27/46		42/37
n. Personnel evaluation	31/59		41/48
o. Staff development	50/42		42/52
p. Data processing	21/45		21/34
q. Purchasing	35/42		33/30
r. Plant maintenance	29/40		41/37
s. Facilities planning	29/36		41/28
t. Transportation	26/55		32/46
u. Food service	38/48		41/47
v. Custodial services	26/70		44/49
w. Risk management	16/43		22/32
x. Administrative technology	20/41		24/34
y. Grants administration	22/34		21/32

[1] Percent responding *Needs Some Improvement* or *Needs Major Improvement* / Percent responding *Adequate* or *Outstanding.* The *neutral* and *don't know* responses are omitted.