

Barnwell School District 19 School District Efficiency Review **FINAL REPORT**



June 1, 2015

TIDWELL AND ASSOCIATES, INC. DRAFT REPORT REVIEW

BARNWELL 19 SCHOOL DISTRICT

This document serves to verify that
Barnwell 19 School District staff and Superintendent Pope have read the draft
report submitted by Tidwell and Associates, that all factual errors have been
corrected, and that to our knowledge, the report contains no factual errors.



Signed

Superintendent

Title

5/26/15

Date

Barnwell School District 19 School District Efficiency Review FINAL REPORT

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- Appendix 1 – School Efficiency and Effectiveness Survey**
- Appendix 2 – Dimensions of the Superintendent Evaluation**
- Appendix 3 – Additional Future Considerations**

1.0 INTRODUCTION AND EXECUTIVE SUMMARY

This chapter presents an introduction and executive summary of the efficiency review conducted in Barnwell County School District 19 (BCSD 19). This chapter is divided into the following subsections:

- 1.1 Acknowledgements
- 1.2 Student Scholarship Recipient
- 1.3 Purpose of the Study
- 1.4 Methodology
- 1.5 Overview of the District
- 1.6 Summary of Commendations
- 1.7 Summary of Recommendations
- 1.8 Summary of Fiscal Impacts
- 1.9 Next Steps

1.1 Acknowledgments

Barnwell 19 (BCSD 19) is to be commended for volunteering to be one of the districts participating in the efficiency reviews. Superintendent Pope and key district staff were very receptive to the review and are excited to begin implementation of our team's recommendations. School districts such as BCSD 19 invite change and seek ways to try new strategies to achieve operational efficiencies and make the district a better learning environment for students.

Tidwell and Associates, Inc. wishes to acknowledge the significant support, time, and effort made by the BCSD 19 Superintendent Teresa Pope, the board members, and senior staff. A special thank you is extended to Ms. Margie Garvin, the assistant to the superintendent, Ms. Garvin ensured that the onsite visit logistics ran smoothly.

We would also like to thank staff from Florence 4, Clarendon 1, and McCormick School Districts for providing peer data as requested.

A special thanks to the South Carolina General Assembly for allocating the funding to perform these studies on a pilot basis. The leadership of the South Carolina Education Oversight Committee (EOC), Ms. Melanie Barton and Ms. Bunnie Ward, has been critical in engaging the districts and providing oversight of the entire process.

1.2 Student Scholarship Recipient

As a token of our appreciation for the district volunteering for the study, Tidwell and Associates, Inc. provided a \$500 scholarship to a graduating senior of the district's choice. The recipient in Barnwell 19 is Jacolby Nelson, a 12th grader at Blackville-Hilda High school (BHHS). He is the son of Mr. and Mrs. Paul Nelson III.

Jacolby is currently a member of the Carolina Cavalier Band and plays the trumpet. He is also on the 2014-15 BHHS yearbook staff as the photographer/editor. Jacolby is the vice president of BHHS Student Council, Student member of the School Improvement Council, BETA Club member, and National Technical Honor Society Member. He sings on the C.L. Green Angels of Praise choir at the Capernaum Missionary Baptist Church in Denmark, SC. He has attended the Voorhees College ESMART program for two years (2011, 2012).

Jacolby plans to attend the Savannah College of Art and Design (SCAD) in Savannah, Georgia to major in Industrial Design so that he can design cars for a large car company. He was also accepted at the Art Institute of Ft. Lauderdale, Florida. Jacolby attended the SC Legislative Black Caucus Youth Conference in 2013. He won 2nd Place at the SC Skills USA Competition in the Drafting & Architectural Design on April 2014. He is a 2014 completer in Drafting and Architectural Design from the Barnwell County Career Center. Jacolby was awarded the Service Above-Self award in September 2014 by the Rotary Club of Barnwell County and from the Blackville Downtown Development, April 18, 2014.

Jacolby is also active in the community. He has played TAPS for the past three years for Veteran's Day Programs at the Macedonia Elementary School and also for the Memorial Day Ceremony for the town of Blackville VFW. Jacolby was an assistant for the Original Six Foundation during the Barnwell County Day with Governor Nikki Haley in 2013. He is a mentor to his 12 year old male cousin assisting him afterschool daily with homework, playing video games, and playing sports.

1.3 Purpose of the Study

In 2015, the EOC contracted with Tidwell and Associates, Inc. to conduct an independent review of the efficiency of four South Carolina School Districts (Lexington 4, Clarendon 1, Barnwell 19, and Dorchester 2). The study is pursuant to proviso 1.95 of the 2014-15 General Appropriations Act.

Several other states have similar type statewide school district efficiency review programs. The key states with statewide programs include:

WEST VIRGINIA STATEWIDE EFFICIENCY REVIEW PROGRAM

<http://www.governor.wv.gov/Pages/Search.aspx?q=efficiency>

COMMONWEALTH OF VIRGINIA STATEWIDE EFFICIENCY PROGRAM

http://www.doe.virginia.gov/school_finance/efficiency_reviews/index.shtml

TEXAS LEGISLATIVE BUDGET BOARD EFFICIENCY AUDITS

<http://www.lbb.state.tx.us/TeamPage.aspx?Team=SchoolPerfRev>

WASHINGTON STATE AUDITOR'S EFFICIENCY AUDITS

<http://portal.sao.wa.gov/ReportSearch/Home/ViewReportFile?arn=1000004&isFinding=false&sp=false>

OKLAHOMA SCHOOL PERFORMANCE REVIEW

http://www.ok.gov/oeqa/Oklahoma_School_Performance_Review/

We applaud the state of South Carolina for initiating a similar type program to ensure that school districts are maximizing use of the public's tax dollars.

The review was conducted by Columbia-based Tidwell and Associates, Inc. a consulting firm that provides public sector management research, evaluation, and technical assistance. The purpose of the study was to identify successful programs and practices within the district, suggest possible cost-saving measures, and recommend ways to improve management and increase efficiency.

The review includes the analysis of seven areas, each presented in a separate section, and a summary of the survey results in **Appendix 1**. The seven district operational areas reviewed included: district organization and management, financial management (including Medicaid), human resources, facilities use and management, transportation, food services, and technology use and management. Per the Request for Proposals, the study did not include instructional programs or curriculum and instructional operations.

The goal of the review is to provide an objective analysis of the efficiency of the non-instructional services in the school district to identify areas for possible savings or efficiency that could be made through policy and management changes, staffing, eliminating duplication, and offering alternative solutions to solving district operational challenges.

The consulting team provided commendations to the district for best practices and made recommendations to help BCSD 19 continue to keep necessary budget cuts as far from the classroom as possible.

Each of the chapter's recommendations is identified as Tier 1, Tier 2, or Tier 3. This refers to our team's suggested level of importance in the urgency of the implementation of the recommendation.

Tier 1: Greatest Impact: The district should implement these recommendations immediately to take maximum advantage of their opportunities.

Tier 2: Moderate Impact: The district should implement these recommendations as soon as practical to improve the efficiency and effectiveness of operations.

Tier 3: Minimal Impact: The district should implement these recommendations when time and funds are available as best suits the needs of the district.

The EOC and Tidwell and Associates, Inc. hope that the insights gained from these four district reviews will assist other school districts in their operational efficiencies. The reports will be published on EOC's website at <http://www.eoc.sc.gov>

1.4 Methodology

Tidwell and Associates, Inc. used a 10-step work plan to conduct this school efficiency review:

1. Initiated project.
2. Conducted initial meeting and prepared a report on findings.
3. Conducted online surveys of staff.
4. Conducted fieldwork:
 - a. Reviewed district organization and management.
 - b. Reviewed financial management.
 - c. Reviewed human resources.
 - d. Reviewed facilities use and management.
 - e. Reviewed financial management.
 - f. Reviewed transportation.
 - g. Reviewed food services.
 - h. Reviewed technology management.
5. Hosted an open community and parent forum.
6. Developed an interim briefing document.

7. Developed a draft report.
8. Developed a final report after seeking input from the superintendent and key staff.
9. Presented the report. (Date has not been established at the time of this writing.)
10. Submitted work papers and documents and closed the project.

The methodology Tidwell and Associates used to prepare for and conduct the efficiency review:

- Followed a common set of efficiency review guidelines based on best practices, industry standards, and that were specifically tailored to BCSD 19.
- Was based upon a very detailed work plan and time schedule;
- Took into account the unique demographic environment within which the district operates;
- Included comparisons with similar school districts to provide a reference point;
- Identified the existence, appropriateness, and use of specific performance objectives;
- Identified exemplary programs as well as suggestions for needed improvement;
- Documented all findings and presented straight forward and practical recommendations for improvements (in order of importance);
- Qualified cost savings and cost impacts;
- Included strategies for implementing the recommendations; and
- Was conducted by well-qualified consultants who understand the areas of review as former leaders in other educational environments.

Review of Existing Data

During the period between project initiation and the beginning of our onsite review, we simultaneously conducted many activities. Among these was the identification and collection of existing reports and data sources that provided us with data and information on the various operational functions. Tidwell and Associates requested and reviewed over 100 documents.

Peer District Data

Four peer districts selected based on similar demographics were agreed upon by the EOC, the district and Tidwell and Associates, Inc. The peer districts selected for BCSD 19 were Florence 4, Clarendon 1, McCormick, and Hampton 2.

Preliminary Review

On January 22, 2015, two Tidwell and Associates, Inc. consultants conducted a preliminary review. School board members and district office administrators were interviewed. Results of these interviews were summarized and provided to the full team of consultants to assist them in preparing interview guides for the onsite visit.

Employee Surveys

To secure the involvement of district administrators, principals, assistant principals, and teachers in the study, online surveys were prepared and disseminated in early February, 2015. A return rate of 70 percent is considered representative of the population surveyed. In the case of BCSD 19, all categories had a response rate less than 70 percent, with an overall response rate of 62.8 percent. Therefore, we caution the reader that the survey results are not representative of the population surveyed. A detailed summary of the survey results appears in

Appendix 1. Specific survey items pertinent to finding in the operational areas the team reviewed are presented within each chapter.

Conducting the Onsite Review

A team of ten consultants conducted the BCSD 19 review with support staff assisting in the process. The onsite review was conducted on March 17 and 18, 2015. During our onsite visit, team members conducted detailed reviews of the structure and operations of the school district. We met with district and school staff, and had follow-up interviews with board members. Our team made multiple visits to all three of the district’s schools.

Additionally, we hosted an open-invitation community open house where students, parents, staff, and business and community members could provide input into the process. The open house was held at Macedonia Elementary School. Forty-seven parents and /or community members/ students attended the forum. Our team listened to the attendees and followed up on issues presented that evening.

Final Presentation

Team leaders from Tidwell and Associates, Inc. will conduct a presentation to the staff and/or board of BCSD 19. The date for the presentation has not been confirmed at the time of this writing.

1.5 Overview of the District

BCSD 19 is governed by five elected board members. Superintendent Pope has led the district for nine years. BCSD 19 has a total of 744 students and three schools (elementary, middle, and high school). BCSD 19 budget data show the revenues for FY 2014 were \$ 5,295,959 and expenses for FY 2014 were \$5,373,751. (Please refer to Chapter 3, Financial Management, Recommendation 3-1, for more information on fund balance.)

Although the efficiency and effectiveness study did not review curriculum and instruction/programs, it is important in the overview to include the districts ratings over a five-year period on the SC Annual District Report Card. **Exhibit 1-1** shows the ratings over a five year period. As shown, Barnwell has an average absolute rating and an average growth rating.

**EXHIBIT 1-1
2014 The STATE OF SOUTH CAROLINA
ANNUAL DISTRICT REPORT CARD
BARNWELL 19 SCHOOL DISTRICT**

RATINGS OVER 5-YEAR PERIOD		
YEAR	ABSOLUTE RATING	GROWTH RATING
2014	Average	Average
2013	Average	Good
2012	Average	At-Risk
2011	Average	Good
2010	Average	Excellent

Source: SCDE, Annual District Report Cards, 2014.

Absolute Rating: the Absolute Rating is a value of the school’s level of performance on measures of research-based factors associated with student success during the school year on which the report card is based.

Growth Rating: level of growth in academic performance when comparing current performance to the previous year's performance (based on longitudinally matched student data and on differences between cohorts of students when longitudinal data are not available). Ratings also reflect reductions in achievement gaps

DEFINITIONS OF SCHOOL RATING TERMS

- Excellent – District performance substantially exceeds the standards for progress toward the 2020 SC Performance Vision
- Good – District performance exceeds the standards for progress toward the 2020 SC performance Vision
- Average – District performance meets the standards for progress toward the 2020 SC performance Vision
- Below Average – District is in jeopardy of not meeting the standards for progress toward the 2020 SC performance Vision
- At-Risk – District performance fails to meet the standards for progress toward the 2020 SC performance Vision

1.6 Summary of Commendations (by Chapter)

2.0 DISTRICT ORGANIZATION AND MANAGEMENT	PAGE
The school board and administration are commended for approving specific measures designed to ensure a cost-effective method for maintaining a current policy manual.....	2-8
Access to the policy manual on the BCSD 19 website home page is user-friendly.....	2-8
The superintendent is actively seeking ways the district can collaborate with other rural districts.....	2-16
The superintendent keeps travel expenses under budget.....	2-20
BCSD 19 is maintaining minimal legal costs and does not have any outstanding lawsuits.....	2-21
The superintendent actively seeks parent involvement.....	2-21
The district is commended for rallying the community to support the school district.....	2-22
3.0 FINANCIAL MANAGEMENT	
The finance director has greatly reduced the number of reportable conditions noted in multiple annual financial audits.....	3-8
The Medicaid program is run efficiently by the special services director.....	3-18
BCSD 19 is commended for increasing its school district administrative claiming (SDAC).....	3-21

4.0 HUMAN RESOURCES MANAGEMENT	PAGE
The district shares professional development courses and opportunities with surrounding districts	4-4
The district works with surrounding districts to ensure compliance and best practice implementation for the Affordable Care Act.....	4-14
 5.0 FACILITY USE AND ENERGY MANAGEMENT	
BCSD 19 is commended for its preservation and utilization of the historic school in Blackville as its administration building.....	5-13
The district employs a skilled and committed maintenance and grounds supervisor who goes above and beyond the call of duty to get his job done.....	5-23
The district is commended for having a facilities maintenance plan and for expediting some of the much needed repairs.	5-34
The district constructed fencing on the north and south entrances to the playground to obstruct the vehicular shortcut and eliminate the safety hazard for the children.....	5-43
 6.0 TRANSPORTATION	
The district has a strong partnership between the school bus drivers and parents.....	6-15
The district provides an exceptional level of transportation services to a high number of students who must walk to their bus stop or school.....	6-15
 7.0 FOOD SERVICE	
The district participates in the farm-to-school and gardening programs.....	7-4
BCSD 19 partners with Barnwell 45 to reduce the costs of food services.....	7-5
 8.0 TECHNOLOGY USE AND MANAGEMENT	
The district has dedicated considerable effort and funds to new servers and storage devices.....	8-12
The district is commended for using a total cost of ownership analysis in the decision to upgrade its VoIP infrastructure.....	8-13

1.7 Summary of Recommendations (by Chapter and by Tier Level)

Tier 1: Greatest Impact: The district should implement these recommendations immediately to take maximum advantage of their opportunities.

Tier 2: Moderate Impact: The district should implement these recommendations as soon as practical to improve the efficiency and effectiveness of operations.

Tier 3: Minimal Impact: The district should implement these recommendations when time and funds are available as best suits the needs of the district.

2.0 DISTRICT ORGANIZATION AND MANAGEMENT		PAGE
<small>Tier Level</small>		
Tier 1	Ensure each department has a set of operational procedures.....	2-10
Tier 1	Collaborate with Barnwell 45 to share the services of the directors for both curriculum and certified and non-certified staff (HR).....	2-15
Tier 1	Send board packets out electronically.....	2-16
Tier 1	Create and adopt a district civility policy, adhere to Robert’s Rule of Order, post the agenda and meeting minutes on the district’s website, and, overall, request the SCSBA to provide additional training to assist in improving the image of the board and administration of the district.....	2-18
Tier 1	Provide a refresher course on the basics of boardmanship including a review of Robert’s Rules of Order.....	2-19
Tier 2	Amend BG/BGD policy to require a review of all policies and related procedures, minimally, every five years.....	2-9
Tier 2	Update the district website.....	2-22
 3.0 FINANCIAL MANAGEMENT		
<small>Tier Level</small>		
Tier 1	Adopt a board policy setting a desired level of fund balance as a percentage of the general fund budget.....	3-9
Tier 1	Explore setting up a cooperative service arrangement with neighboring districts wherein appropriate segregation of financial duties could be obtained.....	3-14
Tier 2	Conduct training of principals and designated school staff on school district financial matters and concerns.....	3-10
Tier 2	Apply for competitive federal grants whenever possible.....	3-11
Tier 2	Rotate financial audit firms every three years.....	3-11
Tier 2	Fund the finance director’s attendance at the biannual SCASBO meetings and participation in the Certified School Business Official (CSBO) program.....	3-12
Tier 2	Consider increasing Employee Theft, Computer Fraud, and Funds Transfer Fraud coverages to \$1,000,000 for each.....	3-13
Tier 2	Consider obtaining proposals for umbrella liability policies with a \$2 million limit.....	3-14
Tier 2	Place the accounts payable clerk under the direction and supervision of the finance director and provide training for the accounts payable clerk to obtain certification as a Certified Professional Public Buyer or a Certified Professional Public Officer.....	3-15
Tier 2	Institute a P-Card program to obtain goods and services.....	3-16
Tier 2	Monitor health service reimbursements to determine the causes of increases or decreases.....	3-20
Tier 2	BCSD 19 should continue to make program changes that can increase special needs transportation (SNT) reimbursement.....	3-22
Tier 2	BCSD 19 should add occupational therapy services if feasible.....	3-23
Tier 3	Dispose of discarded equipment and material and institute an inventory management system complete with designated storage locations and re-order points.....	3-17

4.0 HUMAN RESOURCES MANAGEMENT		PAGE
<small>Tier Level</small>		
Tier 1	Share HR coordinator position with a surrounding school district.....	4-7
Tier 1	Create HR manual with policies and procedures that are consistently implemented throughout the district.....	4-9
Tier 1	Conduct a salary study and develop a salary schedule for all pay groups and rework the existing ones to ensure equity in compensation for employees in the same work group.....	4-11
Tier 1	Eliminate annual bonuses for district staff.....	4-12
Tier 1	Place all personnel file folders in fireproof, waterproof cabinets that can be locked when not in use.....	4-13
Tier 1	Increase professional development opportunities for district staff.....	4-4
Tier 1	Create and maintain job descriptions for all district staff online and systematically review and update.....	4-16
Tier 1	Conduct more thorough exit interviews and analyze the turnover rates in the district.....	4-19
Tier 2	Make the new and updated HR policies and procedures readily available...	4-10

5.0 FACILITY USE AND ENERGY MANAGEMENT		PAGE
<small>Tier Level</small>		
Tier 1	Create a facilities director position.....	5-8
Tier 1	Develop a five-year master plan.....	5-14
Tier 1	Prepare current and projected enrollment capacity and utilization rates by school and grade-levels annually.....	5-17
Tier 1	Complete development of a capital construction plan.....	5-19
Tier 1	Develop and implement an adequate security system for all schools starting with rekeying door locks and issuing student IDs.....	5-40
Tier 1	Immediately inspect all district facilities for suspected mold, repair the cause and replace or clean the affected area(s).....	5-45
Tier 1	Create three full-time custodian positions.....	5-49
Tier 2	Establish an effective energy management program.....	5-54

6.0 TRANSPORTATION		
<small>Tier Level</small>		
Tier 1	Create a part-time (at least 50%) transportation supervisor position.....	6-10
Tier 1	Employ a part-time support person to staff the transportation office when the transportation supervisor is fulfilling other duties.....	6-11
Tier 1	Develop and implement a school bus driver and aide recognition program, provide continuous training, and improve facilities.....	6-14
Tier 1	Develop and adopt a revised hazardous transportation service policy and procedures for the student walking zones.....	6-15
Tier 1	Establish a driver and aide compensation plan that provides verification of work hours, that is fair to all drivers, encourages retention and recruitment, and includes reasonable pay for administrative duties.....	6-19
Tier 1	Dispose of the 1996 activity bus.....	6-22
Tier 1	Purchase all fuel from the state contract or SCDOE.....	6-23
Tier 1	Establish a preventive maintenance program and competitively bid all maintenance, repair, and inspection services.....	6-25

6.0 TRANSPORTATION (Continued)		PAGE
<small>Tier Level</small>		
Tier 1	Redesign the vehicle traffic flow and parking at the Macedonia Elementary School campus.....	6-32
Tier 2	Document and file a request with the SCDOE for the replacement of the four route school buses older than 20 years and the two spare buses.....	6-34
 7.0 FOOD SERVICE		
<small>Tier Level</small>		
Tier 1	Reduce food service labor by eight hours and eliminate a food services manager position.....	7-7
Tier 1	Eliminate overtime pay.....	7-8
Tier 1	Secure a contract for a point-of-sale system under the Barnwell 45 procurement.....	7-10
Tier 1	Revise the menu plan to incorporate additional entrees that will increase the variety of offerings.....	7-12
Tier 1	Increase the amount of fruit offered at breakfast to one cup daily.....	7-13
Tier 1	Implement a-la-carte programs at Blackville-Hilda junior and high schools using the same food items sold at Macedonia Elementary School.....	7-13
Tier 2	Implement offer versus serve in the elementary school to reduce food waste and help lower food costs.....	7-9
 8.0 Technology		PAGE
<small>Tier Level</small>		
Tier 1	Collaborate with area districts to obtain qualified technical support resources on a part-time shared basis, and consider establishing a student tech team.....	8-8
Tier 1	Develop a 3-6 year replacement cycle for all district hardware.....	8-14
Tier 1	Explore purchasing Chromeboxes to replace student Windows desktop computers and Chromebooks to replace Windows laptops.....	8-16
Tier 1	Develop a technology committee.....	8-18
Tier 1	Develop a strategy to reduce costs for services that are losing E-Rate support and use Category 2 funds to support the Wi-Fi network.....	8-21
Tier 2	Reorganize the IT organization to unify all technology staff in the delivery of IT services.....	8-6
Tier 2	Develop a zone-printing solution and implement network copiers.....	8-11

1.8 Summary of Fiscal Impacts

The review of BCSD19 resulted in 22 commendations and 62 recommendations for increased efficiency and effectiveness. Some of these can and should be implemented immediately (Tier 1); others will require months or years to implement (Tier 2 and 3). Forty recommendations in this report have a fiscal impact. Tidwell and Associates, Inc. identified a potential five year net savings of \$1,590,277.

Exhibit 1-2 provides a summary of the total savings and costs recommended for each chapter. These amounts are presented in today's dollars and do not include the impact of salary

increases or inflation. In addition to recommendations that have fiscal impacts, there are several recommendations within the report that will save the district staff time and improve the efficiency of operations.

The availability of educational funding is always a challenge. In our review, we did find opportunities for local districts to secure additional funding which they are not currently maximizing. We have summarized these opportunities in **Appendix 3** of the report.

**EXHIBIT 1
BARNWELLSCHOOL DISTRICT 2
SUMMARY OF ANNUAL SAVINGS AND COSTS**

Chapter Recommendations	Year 1	Year 2	Year 3	Year 4	Year 5	Total Five Year Savings (Cost)
Chapter 2.0: Organization & Management						
Share a part-time curriculum director with Barnwell 45.	(\$25,000)	(\$25,000)	(\$25,000)	(\$25,000)	(\$25,000)	(\$125,000)
Share a part-time HR director with Barnwell 45.	(\$25,000)	(\$25,000)	(\$25,000)	(\$25,000)	(\$25,000)	(\$125,000)
Send board packets electronically.	\$50	\$50	\$50	\$50	\$50	\$250
Chapter 2.0 Total Savings (Costs)	(\$49,950)	(\$49,950)	(\$49,950)	(\$49,950)	(\$49,950)	(\$249,750)
Chapter 3.0: Financial Management						
Fund the finance director's attendance at the biannual SCASBO meetings and her participation in the Certified School Business Official (CSBO) program.	(\$2,400)	(\$700)	(\$700)	(\$700)	(\$700)	(\$5,200)
Consider increasing Employee Theft, Computer Fraud, and Funds Transfer Fraud coverages.	(\$6,000)	(\$6,000)	(\$6,000)	(\$6,000)	(\$6,000)	(\$30,000)
Obtain an umbrella liability policy.	(\$2,000)	(\$2,000)	(\$2,000)	(\$2,000)	(\$2,000)	(\$10,000)
Provide training to obtain certification as a Certified Professional Public Buyer or a Certified Professional Public Officer.	(\$600)	\$0	\$0	\$0	\$0	(\$600)
Begin P-Card System	\$5,000	\$5,000	\$5,000	\$5,000	\$5,000	\$25,000
Add Occupational Therapy services	(\$3,660)	(\$3,660)	(\$3,660)	(\$3,660)	(\$3,660)	(\$18,300)
Chapter 3.0 Total Savings (Costs)	(\$9,660)	(\$7,360)	(\$7,360)	(\$7,360)	(\$7,360)	(\$39,100)
Chapter 4.0: Human Resources Management						
Conduct salary study	(\$5,000)	\$0	\$0	\$0	\$0	(\$5,000)
Stop annual bonuses	\$8,500	\$8,500	\$8,500	\$8,500	\$8,500	\$42,500
Reduce Turnover Rates	\$158,460	\$131,265	\$115,920	\$115,920	\$115,920	\$637,485
Lock personnel files in a secure cabinet	(\$1,200)	\$0	\$0	\$0	\$0	(\$1,200)
Chapter 4.0 Total Savings (Costs)	\$160,760	\$139,765	\$124,420	\$124,420	\$124,420	\$673,785
Chapter 5.0: Facility Use & Energy Management						
Develop and implement a security system for all schools starting with rekeying door locks and issuing student ID's.	(\$12,000)	(\$500)	(\$500)	(\$500)	(\$500)	(\$14,000)
Create three full time custodian positions	(\$46,080)	(\$46,080)	(\$46,080)	(\$46,080)	(\$46,080)	(\$230,400)
Create a facilities' director position.	(\$45,000)	(\$45,000)	(\$45,000)	(\$45,000)	(\$45,000)	(\$225,000)
Establish an effective energy management program	(\$12,800)	\$9,800	\$9,800	\$9,800	\$9,800	\$26,400
Chapter 5.0 Total Savings (Costs)	(\$115,880)	(\$81,780)	(\$81,780)	(\$81,780)	(\$81,780)	(\$443,000)
Chapter 6.0: Transportation						
Staffing Changes	(\$25,400)	(\$25,400)	(\$25,400)	(\$25,400)	(\$25,400)	(\$127,000)
Bus driver recognition program, supplies & facility	(\$1,300)	(\$1,150)	(\$1,150)	(\$1,150)	(\$1,150)	(\$5,900)
Eliminate Hazard Services	\$9,635	\$9,635	\$9,635	\$9,635	\$9,635	\$48,175
Revise Compensation Plan	(\$3,400)	(\$3,400)	(\$3,400)	(\$3,400)	(\$3,400)	(\$17,000)
Sale of 1996 Activity Buses and resulting savings	\$5,000	\$2,000	\$2,000	\$2,000	\$2,000	\$13,000
Purchase Fuel From SDE or Via State Fuel Card	\$1,813	\$1,900	\$1,975	\$2,050	\$2,125	\$9,863
Preventive Maintenance Program	\$2,300	\$2,300	\$2,700	\$2,700	\$3,100	\$13,100
Traffic Flow Plan Macedonia Elementary School	(\$400)	\$0	\$0	\$0	\$0	(\$400)
Replacement of the Aging School Bus Fleet	\$0	\$0	\$0	\$0	\$0	\$0
Chapter 6.0 Total Savings (Costs)	(\$11,752)	(\$14,115)	(\$13,640)	(\$13,565)	(\$13,090)	(\$66,162)

Chapter Recommendations	Year 1	Year 2	Year 3	Year 4	Year 5	Total Five Year Savings (Cost)
Chapter 7.0: Food Services						
Reduce food service labor 8 hours eliminate a food service manager position	\$24,227.28	\$24,227.28	\$24,227.28	\$24,227.28	\$24,227.28	\$121,136.40
Eliminate overtime pay	\$3,049.50	\$3,049.50	\$3,049.50	\$3,049.50	\$3,049.50	\$15,247.50
Implement offer versus serve in the elementary school to reduce food waste and help to lower cost of	\$18,900.00	\$18,900.00	\$18,900.00	\$18,900.00	\$18,900.00	\$94,500.00
Secure a contract for a point of sales and software package under the Barnwell 45 procurement.	\$641,314.80	\$0.00	\$0.00	\$641,314.80	\$0.00	\$1,282,629.60
Increase the amount of fruit offered at breakfast to one cup daily.	(\$38,556)	(\$38,556)	(\$38,556)	(\$38,556)	(\$38,556)	(\$192,780)
Implement an a la carte program at Blackville – Hilda Junior and High Schools using the same food items sold at Macedonia Elementary School	\$62,460	\$62,460	\$62,460	\$62,460	\$62,460	\$312,300
Chapter 7.0 Total Savings (Costs)	\$711,395.58	\$70,080.78	\$70,080.78	\$711,395.58	\$70,080.78	\$1,633,033.50
Chapter 8.0 Technology Use & Management						
Reorganize Technology Support.	(\$5,000)	\$20,000	\$20,000	\$20,000	\$20,000	\$75,000
Add Zone Printer Management	\$6,000	\$6,000	\$6,000	\$6,000	\$6,000	\$30,000
Conduct a Technology Refresh.	\$0	\$0	\$0	\$0	\$0	\$0
Invest in Chrome Technology.	(\$3,000)	(\$7,000)	(\$7,000)	(\$4,000)	(\$4,000)	(\$25,000)
Develop an E-Rate Strategy.	(\$8,062)	\$8,908	\$5,808	(\$2,592)	(\$2,592)	\$1,470
Chapter 8.0 Total Savings (Costs)	(\$10,062)	\$27,908	\$24,808	\$19,408	\$19,408	\$81,470
All Chapters Total Savings (Costs)	\$674,852	\$84,549	\$66,579	\$702,569	\$61,729	\$1,590,277

1.9 Next Steps

Although the efficiency review study was voluntary, our team suggests the district leadership consider the following next steps.

The district should post the final report on the district website. Each chapter should be assigned to a point person to monitor the implementation status of all recommendations, with specific emphasis on the recommendations our team has identified as Tier 1. On a monthly basis, the point person should collect the information from each of the appointed staff and assemble it into a report for the superintendent and /or board review. At the end of six months or a year, the district should determine the overall rate of implementation and the associated fiscal impacts (costs and savings). Some districts have established an electronic data base to assist in monitoring the recommendations.

It would be helpful to prioritize the Tier 2 and 3 recommendations and create an implementation plan ensuring the plan is adjusted as the needs and conditions within the district change.

The report also indicates a number of commendations. Many districts have found showcasing the commendations to parents, the media, and the public promotes improved community relations and respect for the best practices being conducted in the district.

2.0 DISTRICT ORGANIZATION AND MANAGEMENT

This chapter presents findings, commendations, and recommendations relating to the district organization and management of the Barnwell County School District (BCSD 19). The major sections of this chapter include:

- 2.1 Introduction, Methodology, and District Comparisons
- 2.2 Policies, Procedures, and Organizational Structure
- 2.3 District/Board Leadership Operations and Management
- 2.4 Legal Services
- 2.5 Communications and Public Relations

CHAPTER SUMMARY

This chapter contains the following commendations

- The school board and administration are commended for approving specific measures designed to ensure a cost-effective method for maintaining a current policy manual. (Page 2-7)
- Access to the policy manual on the BCSD 19 website home page is user- friendly. (Page 2-8)
- The superintendent is actively seeking ways the district can collaborate with other rural districts. (Page 2-15)
- The superintendent keeps travel expenses under budget. (Page 2-20)
- BCSD 19 is maintaining minimal legal costs and does not have any outstanding lawsuits. (Page 2-21)
- The superintendent actively seeks parent involvement. (Page 2-21)
- The district is commended for rallying the community to support the school district. (Page 2-22)

Each of the chapter's recommendations is identified as Tier 1, Tier 2, or Tier 3. This refers to our team's suggested level of importance in the urgency of the implementation of the recommendation.

Tier 1: Greatest Impact: The district should implement these recommendations immediately to take maximum advantage of their opportunities.

Tier 2: Moderate Impact: The district should implement these recommendations as soon as practical to improve the efficiency and effectiveness of operations.

Tier 3: Minimal Impact: The district should implement these recommendations when time and funds are available as best suits the needs of the district.

While there are many best practices in the organization and management of the district, certain efficiencies and improvements are suggested. This chapter contains the following recommendations for district organization and management:

- Amend BG/BGD policy to require a review of all policies and related procedures, minimally, every five years. Tier 2 (Page 2-8)
- Ensure each department has a set of operational procedures. Tier 1 (Page 2-10)

- Collaborate with Barnwell 45 to share the services of the directors for both curriculum and human resources. Tier 1 (Page 2-14)
- Send board packets out electronically. Tier 1 (Page 2-16)
- Create and adopt a district civility policy, adhere to Robert’s Rule of Order, post the agenda and meeting minutes on the district’s website, and, overall, request the SCSBA to provide additional training to assist in improving the image of the board and administration of the district. Tier 1 (Page 2-18)
- Provide a refresher course on the basics of boardmanship including a review of Robert’s Rules of Order. Tier 1 (Page 2-19)
- Update the district website. Tier 2 (Page 2-22)

Survey Results Related to District Organization and Management

Tidwell and Associates, Inc. surveyed all district administrators, principals, and teachers. The results of the survey related to district organization and management are shown in **Exhibit 2-1**. Note: Items in this section are rated on a 5-pt scale, with higher values representing greater agreement with the presented statement. Items with an average score of “4” or greater are considered areas where the district is especially effective and efficient. Items with an average score less than “3” are considered areas for improvement. The letter M in each of the bullets below represents the mean/average. ^aItems reverse scored so that higher values reflect greater perceptions of efficiency and effectiveness. Complete survey results can be found in **Appendix 1**.

Survey results include:

- Both teachers (M=2.47) and administrators (M=2.75) indicated greater disagreement that administrative practices are highly effective and efficient, suggesting that this is an area for improvement.
- Teachers (M=2.98) expressed greater disagreement in comparison with administrators (3.63) that the district office effectively communicates with school-level staff.
- Overall, respondents disagreed that school board members understand their role as policymakers and stay out of the day-to-day management of the district (M=2.90).
- Administrators (M=4.00) indicated greater agreement that they understood the district’s budgetary process, whereas teachers (M=2.53) indicated greater disagreement.
- Overall, respondents expressed greater disagreement that the morale of the district office administrators (M=2.62) and teachers (M=2.16) is good, suggesting that morale overall could be improved.

**EXHIBIT 2-1
SURVEY RESULTS RELATED TO DISTRICT ORGANIZATION AND MANAGEMENT
BARNWELL COUNTY SCHOOL DISTRICT 19**

VARIABLE	TOTAL	TEACHER	ADMINISTRATOR
District has a long range strategic plan that guides the decision-making process	3.51	3.52	3.63
Most administrative practices in this school district are highly effective and efficient	2.49	2.47	2.75
The district effectively communicates with parents and community members	3.54	3.56	4.14

Major bottlenecks exist in many administrative processes which cause unnecessary delays ^a	2.63	2.58	3.00
District office administrators provide quality services to schools	3.16	3.10	3.75
The district office effectively communicates with school-level staff	2.98	2.96	3.63
The district effectively uses volunteers to assist with meeting district goals	3.00	3.02	3.33
The district effectively uses business partners to assist with meeting district goals	3.13	3.13	3.43
School board members understand their role as policymakers and stay out of the day-to-day management of the district	2.90	2.93	2.75
The superintendent is accessible to district staff	3.57	3.54	3.75
I understand the district's budgetary process	2.77	2.53	4.00
The morale of the district office administration staff is good	2.62	2.69	2.63
The morale of teachers is good	2.16	2.10	2.25

Source: Tidwell and Associates, Inc. Survey Results, 2015.

Exhibit 2-2 is another portion of the efficiency study survey. Items in this section are rated on a 4-pt scale, with higher values representing greater agreement with the presented statement. Items with an average score of “3” or greater are considered areas where the district is especially effective and efficient. Items with an average score less than “2” are considered areas for improvement.

This exhibit shows that teachers and administrators believe the district has much room for improvement in its strategic planning process, school board effectiveness, and community relations. Those areas will be addressed in the following sections of this chapter.

**EXHIBIT 2-2
ADDITIONAL SURVEY RESULTS RELATED TO DISTRICT ORGANIZATION AND
MANAGEMENT
BARNWELL COUNTY SCHOOL DISTRICT 19**

VARIABLE	TOTAL	TEACHER	ADMINISTRATOR
Strategic Planning	2.09	2.07	2.38
School Board	2.14	2.17	2.13
Community Relations	2.18	2.13	2.75

Source: Tidwell and Associates, Inc., Survey Results, 2015.

FISCAL IMPACT OF RECOMMENDATIONS

Exhibit 2-3 provides a summary of the savings or costs the district could incur by implementing the recommendations in this chapter. Other recommendations could provide additional cost savings; however, the cost could not be quantified. The exhibit shows that BCSD 19 would need to spend approximately \$49,950 yearly or a total of \$249,750 over a five-year period to implement this chapter's recommendations.

**EXHIBIT 2-3
FISCAL IMPACT OF CHAPTER 2
DISTRICT ORGANIZATION AND MANAGEMENT**

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Share a part-time curriculum director with Barnwell 45	(\$25,000)	(\$25,000)	(\$25,000)	(\$25,000)	(\$25,000)
Share a part-time HR director with Barnwell 45	(\$25,000)	(\$25,000)	(\$25,000)	(\$25,000)	(\$25,000)
Send board packets electronically	\$50.00	\$50.00	\$50.00	\$50.00	\$50.00
Total Cost	(\$49,950)	(\$49,950)	(\$49,950)	(\$49,950)	(\$49,950)

2.1 Introduction, Methodology, and Peer District Comparisons

The district office leadership and staff have many responsibilities including, but not limited to:

- Staff assignments, employee hires and dismissals, labor negotiations and contracts (teachers, principals, and other staff are all employees of the school district);
- Monitoring both revenues and expenditures;
- Compliance with state and federal laws, including regulations related to dozens of categorical programs which range from special education to school lunches; and
- Management of the district's real property and facilities.

This chapter will review the organizational structure of the district, the district's policies and procedures, board–superintendent operations, legal services, and the overall communications/public relations of the district.

Based on similar criteria, peer school districts for this study were selected and include Florence 4, McCormick, Hampton 2, and Clarendon 1 districts. As part of this voluntary study, the Education Oversight Committee (EOC) and Tidwell and Associates, Inc. requested various data for comparative purposes. This chapter will incorporate any peer data shared with our team by each of the peer districts. Some of the comparative data used is extracted from the South Carolina Department of Education (SCDOE) website.

BCSD 19 is governed by five elected board members. **Exhibit 2-4** shows the board's current composition. This review is being conducted prior to an election scheduled for April 14, 2015 when two board member seats will be up for reelection.

**EXHIBIT 2-4
BARNWELL 19 SCHOOL BOARD MEMBERS
JANUARY 2015**

NAME	YEARS SERVED	TERM EXPIRATION DATE	PROFESSION	UP FOR REELECTION
Inell Waring, board chair	9	April 2015	administrative assistant	April 2015
Steve McCormack	17	April 2015	telecommunications	April 2015
Jameka Hagood	4	April 2016	WIC coordinator	
Carroll Priester	1	April 2016	retired educator	
Ethel Faust	0	April 2017	First Steps coordinator	

Source: Barnwell County School District 19, superintendent office, 2015.

Superintendent Pope has led the district for nine years. BCSD 19 has a total of 744 students and three schools (elementary, middle, and high school). BCSD 19 budget data show the revenues for FY 2014 were \$5,295,959 and expenses for FY 2014 were \$5,373,751. Refer to Chapter 3 Financial Management, Recommendation 3-1, for more information on fund balance.

The primary methodologies used to review the district organization and management practices included:

- Interviews of all key district personnel including the superintendent, board, and superintendent's cabinet members;
- A community open house;
- An analysis of state and district data and documents including, but not limited to, policies and procedures, legal costs and documents, organizational chart, strategic plan, board training agendas, board packets, board meeting minutes, public information documents;
- Survey results; and
- A review of available peer district comparison data.

2.2 Policies, Procedures and Organizational Structure

The development of policies and procedures constitutes the means by which a school district can communicate expectations. In addition, adopting policies and establishing related procedures provide the mechanism for:

- Establishing the board's expectations and what may be expected from the board;
- Keeping the board and administration from making poor decisions;
- Establishing an essential division between policy making and administrative roles;
- Creating guidelines within which district staff operate;
- Providing reasonable assurances of consistency and continuity in decisions;
- Providing the legal basis for the allocation of funds, facilities, and other resources;
- Facilitating and guiding the orientation of the board members and employees; and
- Encouraging citizen involvement within structured guidelines.

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

In the BCSD 19 manual, policies are maintained in the superintendent's office with the school board's secretary responsible for downloading policies. Proposed policies or edits are taken to the school board for a first and second reading as required by policy. Upon approval, the changes are submitted to SCSBA for placement on the BCSD 19 website and a hard copy sent to the district. The principal of each school posts the revised copies for teachers and staff to see and a copy in the policy manual is placed in all school offices and libraries, and the district office.

The policy manual is composed of sections; each section contains a detailed table of contents. Individual policies are alphabetically coded. The manual contains an alphabetical subject index in the front of the document. The alphabetical codification system was originally developed by the National School Board Association (NSBA) and adopted and upgraded by the South Carolina School Board Association (SCSBA) for subscribing South Carolina school districts. **Exhibit 2-5** presents the BCSD 19 policy manual classifications (chapters), titles, and policy codes.

**EXHIBIT 2-5
BCSD 19 SCHOOL BOARD
ORGANIZATION OF POLICY HANDBOOK**

CLASSIFICATION/ CHAPTER *	SECTION TITLES	POLICY CODES
A	Foundations and Basic Commitments	AA – AE
B	School Board Governance and Operations	BA – BK
C	General School Administration	CA – CM
D	Fiscal Management	DA – DN
E	Support Services	EA – EI
F	Facilities Planning and Development	FA – FF
G	Personnel	GA – GDR
I	Instructional Program	IA – IMG
J	Students	JA – JRA
K	School-Community-Home Relations	KA – KLG
L	Education Agency Relations	LA - LH
	Additional Information of Interest (Revision History; Legal Citation Notice; Policymakers' Multi-District Search Engine; and Online Instructions)	n/a

Source: BCSD 19 School Board Policy Manual, February 2015.

*No classification/chapter exists for "H" as in the NSBA codification it would represent negotiations or union relations.

Exhibit 2-6 shows the revision status of school board policies. The exhibit shows the following:

- 275 policies were examined;
- 226 policies were adopted or updated prior to 2009, or more than five years ago;
- Policies related to personnel and instructional programs have the greatest number of provisions that have been either revised or newly adopted within five years, and since the beginning of 2015; and
- Chapters C, D, E, F, and L do not show additions or revisions during the last five years.

**EXHIBIT 2-6
REVISION STATUS OF BCSD 19 BOARD POLICIES
JANUARY 2015**

CHAPTER	TITLE	NUMBER OF POLICIES EXAMINED	NUMBER OF POLICIES ADOPTED/UPDATED			
			PRIOR to 2009	2009-10	2011-12	2013-14 & 15
A	Foundations and Basic Commitments	6	2	-	2	2
B	School Board Governance and Operations	32	29	1	1	1
C	General School Administration	13	13	-	-	-
D	Fiscal Management	13	13	-	-	-
E	Support Services	23	23	-	-	-
F	Facilities Planning and Development	3	3	-	-	-
G	Personnel	55	34	5	9	7
I	Instructional Program	58	48	2	3	5
J	Students	51	41	-	5	5
K	School-Community-Home Relations	18	17	-	1	-
L	Education Agency Relations	3	3	-	-	-
TOTALS		275	226	8	21	20

Source: BCSD 19 Board Policy Manual, January 2015.

FINDING

BCSD 19 subscribes to the policy update service provided by the SCSBA and receives information on changes in law, sample policies, a review of board-written policies, printing of all adopted or revised policies and a review of meeting minutes.

BCSD 19 contracts with SCSBA to post and update the district's board policy manual on their own web sites through the *Policies Online* program.

The annual policy & legislative update service highlights significant education-related bills passed by the General Assembly each year, provides model policy references, summaries of amended state regulations and recommended district action. The annual cost for this update service is \$1,950. This compares with outsourced services' fees that range from a low of \$4,000 to as high as \$12,000 or more annually.

COMMENDATION 2-A:

The BCSD 19 school board and administration are commended for approving specific measures designed to ensure a cost-effective method for maintaining a current policy manual.

FINDING

The procedure for locating a desired policy is user-friendly.

Locating the policy manual is accomplished by going to the home page at <http://www.barnwell19.k12.sc.us/>; click on *District Resources* then click on *School Board Policy Manual* and at the next page click on *Table of Contents* located on the upper right side of the

page. Double-click on the policy chapter code to open it for a listing of all policies. The hotlinks to procedures, if referenced, are located within the text in red or else will be included using the policy code followed by a dash and R (e.g. GBAA-R).

Additionally, a person wishing to search policy provisions adopted by other school districts can do so by clicking on the hotlink located on the page that opens when opening the Online District Policy Manual page.

COMMENDATION 2-B:

Access to the policy manual on the BCSD 19 website home page is user-friendly.

FINDING

School board procedural documents do not prescribe to a schedule for reviewing its policies; rather, the policy BG/BGD states that the school board will make edits or conduct reviews if conditions that have been identified change.

Please note that the policy code is BG; the district uses alphabetical coding rather than numbers to identify policies, a practice established by NSBA when developing the first model manual for districts in the United States. Policy BG refers to policy BG School Board Policy Process which was issued on 1/09. The purpose of this policy is to establish the basic structure (procedures) for the development of board policy.

While this policy language does address the issue of policy review it does not ensure that all policies are systematically examined to ensure that they fully represent the actions desired by the board or administration.

Policy BG/BGD does prescribe the process (procedures) for policy adoption including the requirement that each proposal is read two times prior to full adoption.

The policy service that is subscribed from the SCSBA provides the most current updates for most policies, other than those that the board chooses to modify/adopt exclusively for addressing local issues. Consequently, the policy procedure provision could be modified to state that the board will review its policies no less than every five years. The board could then choose to simply review selected chapters during that period on some predetermined schedule.

TIER 2 RECOMMENDATION

Recommendation 2-1:

Amend BG/BGD policy to require a review of all policies and related procedures, minimally, each five years.

This recommendation can be implemented by establishing a schedule for annually reviewing chapters of the policy manual so that the process of complete manual review occurs within each five year period. Accomplishing this should reduce the amount of time that the policy review procedure requires of the board and administration. Consultants are aware that, concurrently, the board may be reviewing proposals from the SCSBA.

A sample review schedule is shown in **Exhibit 2-7** and equalizes the number of policies to be reviewed annually. Any changes to provisions not included in the current year cycle and recommended by the SCSBA policy service should also be reviewed.

**EXHIBIT 2-7
SAMPLE REVISION SCHEDULE FOR BCSD 19 BOARD POLICIES AND PROCEDURES**

CLASSIFICATION/ CHAPTERS	SECTION TITLES	NUMBER OF POLICIES	REVISION SCHEDULE
A, B, & C	Foundations and Basic Commitments; School Board Governance and Operations; General School Administration	11	YEAR 1
D, E, F, & K	Fiscal Management; Support Services; Facilities Planning and Development; School-Community-Home Relations	57	YEAR 2
G	Personnel	55	YEAR 3
I	Instructional Program	58	YEAR 4
J & L	Students; Education Agency Relations	54	YEAR 5
TOTAL		275	

Source: Created by Tidwell and Associates, Inc., February 2015.

IMPLEMENTATION PLAN

1. The superintendent should prepare the recommended changes and submit to the school board for review, editing, and approval.
2. The school board should review the recommended edits and follow the policy procedures for final adoption of the edited policy procedures.
3. The superintendent should submit the changes to the SCSBA for inclusion in the current policy manual and cause the changes to be incorporated in other copies of the manual.
4. The school board and superintendent should implement the recommended changes.

FISCAL IMPACT

This recommendation can be accomplished with existing resources and at no additional cost to BCSD 19.

FINDING

Although the district has updated policies, accompanying procedures are lacking in many of the operational areas. For example:

- In the business department, the district lacks governing board procedures for setting a desired level of fund balance as a percentage of the general fund budget.
- In the food services department, the district lacks procedures for kitchen and cafeteria cleaning.
- In the facilities department, the district lacks procedures for preventative maintenance, custodial procedures, playground equipment inspection and care, landscaping and grounds maintenance.

- In the transportation department, the district lacks procedures on how driver time sheets are prepared, or a procedure to assure the pre- and post-trip inspections are completed, or procedures to have drivers report state school bus maintenance/repair issues and have the issues communicated to the SCDOE.
- There is no HR department per se; there is a lack of procedures including, but not limited to, operations ranging from posting job vacancies to hiring candidates to employee discipline. These procedures are not readily available nor are they posted online.
- The district also lacks safety procedures, such as not letting parents into the school through back doors, driving through playgrounds, and locking doors during and after school hours.
- There is also a lack of social media procedures. It was learned that some staff post inappropriate entries online and a procedure for preventing this is needed.

TIER 1 RECOMMENDATION

Recommendation 2-2:

Ensure each department has a set of operational procedures.

Development of appropriate administrative procedures serves several very important purposes, including:

- Ensuring that there is consistency in the implementation of essential policies established by the board;
- Providing a useful document for guiding the orientation of newly appointed employees and newly elected board members; and
- Establishing guidelines for board members and other non-administrative personnel to minimize or eliminate micromanaging of employees and creating confusion as to who is to direct their work.

Consultants have found that, by establishing effectively managed procedures, often inefficiencies, duplication of services or work, and other matters can be minimized, thus improving performance and reducing errors.

Other districts could be contacted for copies of their procedures to be used to tailor to local needs, help to guide the recommended work, and minimize time required to develop the procedures.

IMPLEMENTATION PLAN

1. The superintendent should identify policies that may be better implemented if guided by effective administrative procedures.
2. The superintendent should instruct department administrators to develop proposed procedures for review, editing, and approval by the leadership team.
3. The superintendent should brief the board on the newly developed procedures and cause them to be implemented.

FISCAL IMPACT

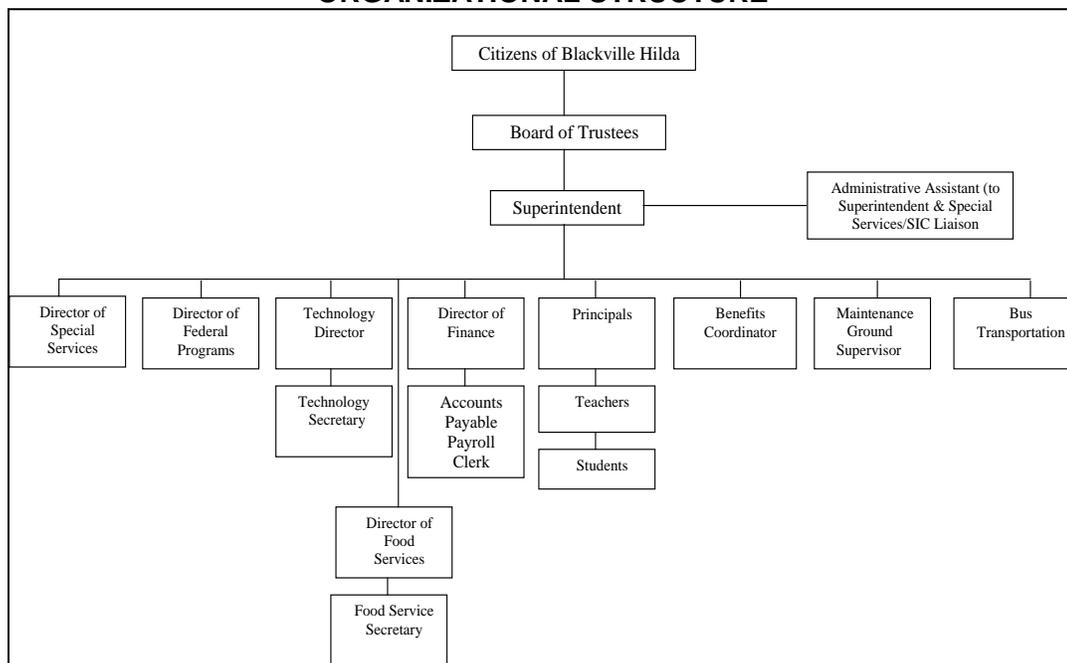
The recommended action can be accomplished at no additional expense to the district and by existing personnel.

FINDING

The district does not have any one person responsible for human resources (HR) or curriculum and instruction.

Exhibit 2-8 shows the district's organizational structure. As shown, the superintendent has seven direct reports and one administrative assistant. The seven reports include directors of special services, federal programs, finance, technology, food services, a benefits coordinator, a maintenance grounds supervisor, and a bus transportation supervisor. The three principals also report to the superintendent.

**EXHIBIT 2-8
BARNWELL COUNTY SCHOOL DISTRICT 19
ORGANIZATIONAL STRUCTURE**



Source: Barnwell County School District, superintendent's office, 2015.

There is no HR director, nor are there any staff members directly overseeing curriculum and instruction. The superintendent has been filling the HR director role; the coordinator of the Teacher Advancement Program (TAP), along with the superintendent, has been filling the void in oversight of curriculum and instruction. Having the superintendent fill the position of HR director is problematic given all of her other responsibilities. If teachers or staff want to file a grievance or seek advice from HR, they must do so from the superintendent and not a third party HR representative. Also, an HR director would normally be charged with ensuring that a sound, unbiased process is established for hiring and firing.

There are inadequate resources to administer transparent and efficient HR services at BCSD 19. Concentrating the responsibilities for human resources at the superintendent level is not serving the district or its employees well and is committing her to details that distract from the primary focus on improving instruction and dealing with other issues.

Morale is clearly being affected by the lack of an outside HR coordinator/arbitrator/mediator. During the community meeting, teachers and community members expressed concern about the lack of transparency and consistency in the hiring process, including recruitment, job posting, and the selection of candidates. There was also a great deal of apprehension about the lack of clear guidelines and uniformity of administering personnel practices particularly in regards to discipline.

The district needs to prioritize HR as a crucial element of its school improvement efforts. HR not only determines whether qualified teachers and leadership candidates are successfully recruited or if unqualified teachers and candidates should be passed over, but it also can ensure district stability and employee satisfaction by helping to maneuver the system. (See Chapter 4 Human Resources for additional information related to this issue.)

While the TAP coordinator is currently responsible for overseeing district-wide curriculum and instruction and also attends South Carolina Association of School Administrators' meetings (SCASA) to try to keep abreast of state curriculum policies and changes, it is ineffective coverage for a district that has not shown marked improvement in student achievement scores. Additionally, the superintendent has been assisting in filling the curriculum director void and has been commended by many for her high visibility in the classrooms and schools. Yet, the majority of those interviewed (board members, staff, parents, teachers, etc.) are not satisfied with the results of the district's statewide testing results and progress. The 2014 South Carolina Annual District Report Card for Barnwell 19 can be found at <http://ed.sc.gov/data/report-cards/2014/district/s/D0619999.pdf>

Not having a staff member dedicated to curriculum and instruction has provided a roadblock for providing consistency and strength in the quality of instruction in the district. Clarendon 1 School District has a smaller student population than BCSD 19 and has an assistant superintendent for PreK-12 academics and federal programs solely dedicated to general education, federal programs, gifted and talented, evaluation and testing, professional development for teachers, guidance and career services, grant writing, English as Second Language (ESOL), and coaching and mentoring

BCSD 19 does have a director of federal programs whose job description is seen in **Exhibit 2-9**. While this director oversees federal programs, the position does not have any responsibilities related to general education and instruction.

EXHIBIT 2-9
JOB DESCRIPTION OF THE DIRECTOR OF FEDERAL PROGRAMS
BARNWELL 19 COUNTY SCHOOL DISTRICT

Title: Director of Federal Programs

Qualifications:

1. South Carolina Certification as a principal or supervisor.
2. M.ED. in Educational Leadership and Policies
3. Experience as a building level principal or supervisor

Reports to the Superintendent.

Goal: To ensure that the school district complies with all federal laws, regulations and mandates.

Performance Duties:

Title I:

- Rank eligible school attendance area from highest to lowest relative to the degree of concentration of children from low income families and identify all to be included in the Title 1 program.
- Assesses the needs of educationally disadvantaged children and ensures that services are provided through the Title I program to meet the needs.
- Allocate resources on equitable basis to serve educationally disadvantaged children.
- Prepares the Title I project application.
- Implement the approved Title I project throughout the year.
- Plans and coordinate with the school administrators and other parent involvement agencies effective parenting programs and meetings.
- Provide adequate professional development for project personnel.
- Evaluate the effectiveness of Title I activity.
- Prepare and submit reports to the administration and the State Department of education as required.
- Helping the school administration and develop and implement effective school practices.
- Ensure that appropriate pre-and post-assessments are conducted according to federal and state guidelines for annual evaluation.
- Consult with school staff and parents who are planning and implementing Title I programs.
- Assist the school administrator, the school improvement councils, and school renewal committees with the development and evaluation of the school renewal plans and the district strategic plan.
- Attend the meetings, seminars, workshops, and conferences to ascertain information regarding changes and Title I guidelines and regulations, the state department of education dissemination of Title I information, innovative program and/or practices and current trends in education.

Source: Superintendent's Office, BCSD 19, 2015.

Compared to similar districts, **Exhibit 2-10** shows the following:

- BCSD 19 has the second highest ratio of district administrators to certified personnel, about 9 percent higher than the average comparison group ratio;
- BCSD 19 has the second lowest ratio of district administrators to students in the group, nearly 20 percent lower than the average comparison group ratio; and
- BCSD 19 has the lowest average of all administrator salaries, approximately 10 percent lower than the comparison group average.

**EXHIBIT 2-10
BARNWELL 19 COUNTY SCHOOL DISTRICT
COMPARISON OF DISTRICT ADMINISTRATORS TO CERTIFIED PERSONNEL AND
ENROLLMENT
FY 2014-15**

District	Total Certified Personnel	Total District Office Certified Administrators	2014-15 Enrollment*	Ratio District Administrators to Personnel	Ratio District Administrators to Students	Average All Administrator Salaries**
Barnwell 19	70.6	3.6	714	1:10.1	1:198.3	\$68,775
Clarendon 1	65.5	3.7	808	1:12.3	1:218.4	\$88,119
Florence 4	63.0	4.5	751	1:11.9	1:166.9	\$70,913
Hampton 2	87.0	11.0	817	1:9.4	1:74.3	\$69,625
McCormick 1	73.0	5.0	835	1:11.4	1:167.0	\$73,007
Average	72.1	6.1	803	1:11.0	1:165.0	\$74,088

Source: SCDOE "Professional Certified Staff File," July 2014.

*SCDOE: Active Enrollment 2014-15 45-Day Headcount, 45th Day Extraction, November 2014 (QDC1).

**2014 Annual District Report Card.

Barnwell 45 (a school district with 2,492 students) is only a 10-minute drive to BCSD 19. This neighboring district has a full-time director of curriculum and also a director of certified and non-certified staff and one HR assistant. BCSD 19 is already successfully sharing some services with Barnwell 45. For example, on July 1, 2007, BCSD 19 entered into an agreement with Barnwell 45 to share a food services director and a food service assistant. Under this agreement, BCSD 19 is responsible for 33 percent of the salary and fringe benefits of both positions. The reason for that percentage is that Barnwell 19 is considerably smaller than Barnwell 45. The agreement also includes language for the two districts to collaborate on a bid to secure food products. BCSD 19 also shares special education (self-contained) services, the career center, and technology services with Barnwell 45.

TIER 1 RECOMMENDATION

Recommendation 2-3:

Collaborate with Barnwell 45 to share the services of the directors for both curriculum and human resources.

The district should seek ways to collaborate with the other districts located in Barnwell County (i.e., Barnwell 29, and Barnwell 19).

By having a part-time staff responsible for oversight of each of the areas, the district will not only benefit from having a point person for curriculum and a point person for HR, they will be able to reduce costs by sharing the position with Barnwell 45.

The BCSD 19 director of federal programs and the director of special services should report to the part-time curriculum director to ensure consistency and collaboration among all program departments.

IMPLEMENTATION PLAN

- | |
|---|
| 1. The superintendents of BCSD 19 and Barnwell 45 should meet, strategize, and sign an agreement to share the director of curriculum and the director of certified and non-certified staff. |
| 2. The board should review and approve the agreement and needed budget amendment. |

FISCAL IMPACT

Based on existing shared services data, it is estimated that 1/3 of the salary for both of these positions is \$20,000 plus 25 percent benefits for a total cost of \$25,000 for each of the two positions (HR director and curriculum director). \$25,000 times two positions equals a total cost of \$50,000. The five-year cost could be \$250,000.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Share a part-time curriculum director with Barnwell 45	(\$25,000)	(\$25,000)	(\$25,000)	(\$25,000)	(\$25,000)
Share a part-time HR director with Barnwell 45	(\$25,000)	(\$25,000)	(\$25,000)	(\$25,000)	(\$25,000)
TOTAL COST	(\$50,000)	(\$50,000)	(\$50,000)	(\$50,000)	(\$50,000)

2.3 District /Board Leadership Operations and Management

FINDING

The superintendent is a member of the Salkahatchie Consortium. This consortium is a collection of small, rural districts who share best practices and support each other. The group meets once a month at the University of South Carolina. The districts included in the consortium are Jasper, Colleton 1, Hampton 1, Hampton 2, Bamberg 1, Bamberg 2, Barnwell 19, Barnwell 29 and Barnwell 45. The group has invited the new state superintendent, Molly Spearman, to attend and listen to their challenges.

State superintendent Spearman attended the March 2015 meeting. One recent topic the districts discussed was the issue of substitutes demanding that they be called to substitute teach or they would file and collect unemployment. The group shared various ways they are approaching and solving this issue.

COMMENDATION 2-C:

The superintendent is actively seeking ways the district can collaborate with other rural districts.

FINDING

Each board member has a district purchased iPad, yet all of their board packets are sent via US mail or picked up at the district office. In addition, the newspaper (Peoples' Sentinel) has to pick up a hard copy of the packet when it could be easily emailed.

The majority of board members interviewed agreed that the packets are complete and provide them with the necessary information with which to make data-driven decisions.

Also, the superintendent prepares a report for each board meeting and would like to include it in the board packets; however, it was reported that some board members did not want the report included in their packets in advance so it is printed and shared at each meeting.

TIER 1 RECOMMENDATION

Recommendation 2-4:

Send board packets out electronically.

By doing so, the district can save postage and the recipients can receive the information more quickly and efficiently. Sending packets electronically also helps justify the assignment of iPads to all board members.

IMPLEMENTATION PLAN

1. The board should direct the superintendent to distribute meeting packets electronically.
2. The superintendent should instruct the IT director to prepare a refresher course on the use of iPads should the board members need technology assistance.
3. The superintendent should commence sending out board meeting packets electronically and have paper versions available as needed.

FISCAL IMPACT

It is estimated the district could save approximately \$50 a year in postage by electronically sending out board packets to board members and the media.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Send board packets electronically	\$50	\$50	\$50	\$50	\$50

FINDING

The board and superintendent relationship is reported as dysfunctional and board meeting procedures are in need of revision.

According to interviews, the current relationship between the board and the superintendent is contributing to system-wide morale issues. Survey results confirm the system-wide low morale.

The board meets on the second Monday of the month. Meetings last an average of three to four hours. The board minutes are taken by the benefits coordinator and the minutes and agendas are not posted on the district's website. When asked how community and parents could learn what transpires in board meetings, the response was, "If they want access to the board minutes, they must come into the district office and request them."

The director of federal programs and the principals routinely attend board meetings to answer board members' questions regarding their respective programs. However, many board

members have finance questions that must be deferred until a later time because the finance director does not, for personal reasons, attend board meetings.

Many community members and parents are unaware of the public comment option at board meetings and, when public comments are recognized, no time limit is imposed as there is a lack of official procedures.

Interviews with staff, principals, teachers, parents, and community members provided several examples of the board’s micromanagement and inappropriate behaviors at board meetings. Examples include, but are not limited to, the following:

- The board makes the recommendations for personnel appointments, not the superintendent;
- Some board members routinely visit schools unannounced and, in a recent incident at the elementary school, a board member parked outside the school reportedly directed students to do the opposite of school rules;
- At expulsion appeals, some board members have tried to openly counsel students; and
- Some attendees at board meetings grunt and make odd noises when they do not agree with the superintendent’s discussion or if a vote does not go as they had hoped.

Some interviewees believed that they could not openly voice their opinions for fear of retaliation and intimidation by the district office leadership. Descriptions of various events display an unhealthy environment.

Interviews with staff, board members, community members, and parents revealed overwhelming agreement that the board and superintendent need to improve their relationship in order to better support school district operations and morale.

Tidwell and Associates, Inc. survey confirmed what was learned in interviews and at the public forum. **Exhibit 2-11** shows that some of the lowest survey scores are related to school board members understanding their role as policymakers and the morale level of district office staff as well as school-level staff.

**EXHIBIT 2-11
SURVEY RESULTS ON BOARD AND MORALE
BARNWELL COUNTY SCHOOL DISTRICT 19**

VARIABLE	TOTAL	TEACHER	ADMINISTRATOR
School board members understand their role as policymakers and stay out of the day-to-day management of the district	2.90	2.93	2.75
The morale of the district office administration staff is good	2.62	2.69	2.63
The morale of teachers is good	2.16	2.10	2.25

Also, as previously shown in **Exhibit 2-3**, when asked to rank the school board’s effectiveness on a scale of 1-5 (5 being the highest), the total overall score was a 2.14. The teachers ranked the board as a 2.17 and administrators ranked the board a 2.13.

According to interviews, board meetings do not always follow Robert's Rules of Order, do not adhere to district policy, and in some cases are considered "uncivil." Interviews indicated and board meeting minutes reflect that some motions for discussion did not receive a "second" until there was a significant amount of time debating the issue prior to the second being made. Conflict is not dealt with effectively and there is a lack of common courtesy and ground rules for communication among the board members, superintendent, staff, teachers, parents, and students.

Most board members interviewed did not believe their internal board orientation adequately prepared them for their work on the board. Yet, interviews indicated that when the board attorney suggested a board orientation workshop at the April board retreat, the board chose to not have a workshop.

TIER 1 RECOMMENDATION

Recommendation 2-5:

Create and adopt a district civility policy, adhere to Robert's Rule of Order, post the agenda and meeting minutes on the district's website, and, overall, request the SCSBA to provide additional training to assist in improving the image of the board and administration of the district.

Implementing this comprehensive recommendation should involve numerous carefully planned actions including but not necessarily limited to adoption of a civility policy and related procedures. Many districts experiencing disruption and non-productive meetings have adopted a civility policy. For example, Irvine ISD (TX), Snoqualmie Valley School District (WA), and Oak Park Unified (CA) all have adopted this policy to ensure positive and respectful communications among all stakeholders. The review team checked with the SCSBA and they do not have a model civility policy that could be used. However, an example of such a policy can be seen at the following link.

<http://sharepoint.snoqualmie.k12.wa.us/policies/Series%204000/4011%20%20Civility.pdf>

Additional actions for board meetings include:

- Follow Robert's Rule of Order;
- It should be an expectation that all of the superintendent's leadership team regularly attend board meetings;
- Ensure the public is welcome to comment and that timelines for comment are enforced;
- Provide the public with access to the board members via the district website; and
- Post board meeting agenda and minutes on the district's website and consider posting in the newspaper information regarding public comment opportunities at upcoming board meetings.

The district should contact the SCSBA to develop and assist in implementing a comprehensive local board orientation program with an emphasis on meeting protocols and the role of board members versus the role of the employees of the district. Two new members will have been elected on April 16; it is highly recommended that the attorney and district leadership insist on having the board orientation program as a high priority.

Overall, the board and administration should develop and implement a comprehensive plan to improve internal relations and the image of the district.

IMPLEMENTATION PLAN

- | |
|--|
| 1. The board chair should check with the SCSBA to assist in the creation of a civility policy and implementing a program designed to improve the image of the district board and administration. |
| 2. Review, adopt, and implement policy to ensure better communication at board meetings and district-related meetings and gatherings. |

FISCAL IMPACT

There may be some cost associated with implementing the orientation program, but it cannot be determined until the planning detail has been completed. All other actions can be accomplished at no additional cost.

TIER 1 RECOMMENDATION

Recommendation 2-6:

Provide a refresher course on the basics of boardmanship including a review of Robert's Rules of Order.

As a member of the SCSBA, the district can take advantage of a free three-hour session onsite at the district regarding the basics of boardmanship conducted by veteran board members and SCSBA staff. The workshop emphasizes board-superintendent relations, policy and administration, working as a team, Freedom of Information requirements and executive sessions. This session includes Boardmanship Institute credit and is recommended when a board has new members. Upon request, the district can include a review of parliamentary procedure.

By using Robert's Rules of Order, everyone should be heard and the board should be able to make decisions without confusion and in an orderly, respectful manner. School districts using parliamentary procedure usually follow a fixed order of business. Below is a typical agenda:

1. Call to order
2. Roll call of members present
3. Reading of minutes of last meeting
4. Officers' reports
5. Committee reports
6. Special orders --- Important business previously designated for consideration at this meeting
7. Unfinished business
8. New business
9. Announcements
10. Adjournment

These procedures can be adjusted to meet the needs of the district.

IMPLEMENTATION PLAN

1. The district's attorney or a representative from the SCSBA can be called upon to provide a refresher course for the board.
2. All members of the board should be present to receive the training.
3. The board meetings should be conducted using Robert's Rules of Order.

FISCAL IMPACT

There is no fiscal impact associated with this recommendation although it will involve approximately three hours of the board's time.

FINDING

The superintendent keeps travel expenses in-hand and under-budget.

In some interviews (and in focus group feedback at the community open house), it was indicated that the superintendent travels extensively and does not use district funds judiciously. A review of travel records from 7/1/2013 through 6/30/2014 shows quite the contrary. A total of \$6,000 was budgeted during this time for superintendent's travel. Of that amount, \$4,087.58 was spent for attending training, conferences and SCSBA meetings. These events are typical events a superintendent would travel to attend in order to keep abreast of best practices in the state and nationwide.

COMMENDATION 2-D:

The superintendent keeps travel expenses under budget.

2.4 Legal Services

School boards throughout the United States procure legal services either through in-house counsel with the use of outside attorneys for specialized legal situations, or exclusively through an outside legal firm or firms. Costs for legal work have increased significantly over the past three decades as a result of increased due process activity associated with disciplinary matters, complex issues related to special education students, risk management matters, lengthy personnel disputes and a variety of other issues. These areas are typically complicated by the complexities of federal requirements and the relationship to local and state regulations.

FINDING

Mr. Charles Boykin, J.D., has been the district's attorney for six years.

The district does not have any outstanding lawsuits. The attorney charges an hourly rate ranging from \$135 to \$190 per hour. The legal expenses for 2012-13 were a total of \$7,847 and for FY 2013-14, the total legal expenses were \$13,040. According to interviews, the reason for the marked increase in legal fees from 2012-13 to 2013-14 was due to the Department of Justice Desegregation Order.

Legal fees in peer district Florence 4 for 2012-13 were \$9,130 and for 2013-14 were \$19,870.

COMMENDATION 2-E:

BCSD 19 is maintaining minimum legal costs and does not have any outstanding lawsuits.

2.5 Communications and Public Relations

Effective internal and external communications is a key aspect of developing and maintaining organizations that realize essential goals and objectives. The modern organization, having emerged in an age of producing results tailored to the individual client, must engage in effective communications to all stakeholders and, furthermore, produce responses in a timely fashion.

The effective organization employs a variety of communication mediums to ensure maximum effectiveness. Issues with board-superintendent communications were covered in Section 2.3 of this chapter.

FINDING

The superintendent meets regularly with parents in a group called Parents and Leaders United for Success (PLUS). This meeting is held monthly before each board meeting. There are 13 members in the group and the goal of the group's meetings is to discuss parent concerns and discuss possible solutions to those concerns.

District staff also has worked to increase parent communication through the use of school newsletters; AlertNow automated messages; and Parent Portal (PowerSchool). The district also employs a part-time parent liaison housed at the elementary school.

COMMENDATION 2-F:

The superintendent actively seeks parent involvement.

FINDING

The district website could provide better communications with parents, community members, and other stakeholders.

As mentioned previously noted, the board agenda and minutes are not posted on the website requiring interested persons to visit the district's administrative office for information. Also, the district website does not provide a snapshot of the district that includes basic district facts and a summary of district accomplishments.

The only link for curriculum and instruction is for the [SDE Office of Academic Standards and Learning](#), but this link is a non-working link.

The website does provide easy access to the board's policy manual.

TIER 2 RECOMMENDATION

Recommendation 2-7:

Update the district website.

Implementation of this recommendation should involve including an attractive and easily understandable format with updated information related to the district and each school. Minimally, it should include board meeting agendas and minutes of meetings, more emphasis on the accomplishments of district students and personnel, and reports of the administration and board's efforts related to school improvements, both academically and facility-wise.

IMPLEMENTATION PLAN

1. The superintendent and the leadership team should develop the additional information and instruct the web master to update the site.
2. The superintendent should review the recommended updates with the board.
3. The superintendent should cause the updates to be included in the website.

FISCAL IMPACT

This can be accomplished with existing resources and at no additional cost to the district.

FINDING

For a small and rural school district, the district has strong community support. For example, while our team visited the district, a Career Fair at both the elementary and middle schools was held, where 25 businesses were represented. Of particular note was the mortician who attended the fair and displayed models of smokers' lungs and what they look like vs. a non-smoker's lungs.

The district has enlisted the support of the following businesses: Russell's Pizza, Daniel Pharmacy, the nearby nuclear plant, Alan's Body Shop, Martin's Body Shop, and King's Grocery. The superintendent attends Rotary Club meetings every month to encourage community support.

COMMENDATION 2-G:

The district is commended for rallying the community to support the school district.

3.0 FINANCIAL MANAGEMENT

This chapter presents findings, commendations, and recommendations related to the financial, purchasing, and warehousing operations of Barnwell County School District 19 (BCSD 19). The major sections of this chapter are as follows:

- 3.1 Introduction, Methodology, and District Comparisons
- 3.2 Organization, Plans, Policies and Procedures
- 3.3 Financial Management
- 3.4 Purchasing
- 3.5 Warehousing
- 3.6 Medicaid
- 3.7 Medicaid Organization, Plans, Policies and Procedures
- 3.8 Medicaid Reimbursements

CHAPTER SUMMARY

The BCSD 19 office of finance provides financial services in a competent, fiscally conservative, and overall cost-effective manner. Financial records are in conformance with the South Carolina Department of Education (SCDOE) Code of Accounts and the SCDOE Financial Accounting Handbook.

This report contains the following commendations:

- The finance director has greatly reduced the number of reportable conditions noted in multiple annual financial audits (Page 3-8)
- The Medicaid program is run efficiently by the special services director. (Page 3-19)
- BCSD 19 is commended for increasing its school district administrative claiming (SDAC). (Page 3-21)

Each of the chapter's recommendations is labeled Tier 1, Tier 2, or Tier 3. This refers to our team's suggested level of importance in the urgency of the implementation of the recommendation. Below is a guideline on the various three tiers.

Tier 1: Greatest Impact: The district should implement these recommendations immediately to take maximum advantage of their opportunities.

Tier 2: Moderate Impact: The district should implement these recommendations as soon as practical to improve the efficiency and effectiveness of operations.

Tier 3: Minimal Impact: The district should implement these recommendations when time and funds are available as best suits the needs of the district.

While performing in a highly efficient manner, the review by Tidwell & Associates, Inc. did note some opportunities to enhance BCSD 19's financial operations, in the following recommendations:

- Adopt a board policy setting a desired level of fund balance as a percentage of the general fund budget. Tier 1 (Page 3-9)
- Conduct training of principals and designated school staff on school district financial matters and concerns. Tier 2 (Page 3-10)

- Apply for competitive federal grants whenever possible. Tier 2 (Page 3-11)
- Rotate financial audit firms every three years. Tier 2 (Page 3-11)
- Fund the finance director's attendance at the biannual SCASBO meetings and participation in the Certified School Business Official (CSBO) program. Tier 2 (Page 3-12)
- Consider increasing Employee Theft, Computer Fraud, and Funds Transfer Fraud coverages to \$1,000,000 for each. Tier 2 (Page 3-13)
- Consider obtaining proposals for umbrella liability policies with a \$2 million limit. Tier 2 (Page 3-14)
- Explore setting up a cooperative service arrangement with neighboring districts wherein appropriate segregation of financial duties could be obtained. Tier 1 (Page 3-14)
- Place the accounts payable clerk under the direction and supervision of the finance director and provide training for the accounts payable clerk to obtain certification as a Certified Professional Public Buyer or a Certified Professional Public Officer. Tier 2 (Page 3-15)
- Institute a P-Card program to obtain goods and services. Tier 2 (Page 3-16)
- Dispose of discarded equipment and material and institute an inventory management system complete with designated storage locations and re-order points. Tier 3 (Page 3-17)
- Monitor health service reimbursements to determine the causes of increases or decreases. Tier 2 (Page 3-20)
- BCSD 19 should continue to make program changes that can increase special needs transportation (SNT) reimbursement. Tier 2 (Page 3-22)
- BCSD 19 should add occupational therapy services if feasible. Tier 2 (Page 3-23)

Survey Results related to Financial Management

Tidwell and Associates, Inc. conducted a survey of all district office administrators, principals, assistant principals, and teachers in BCSD 19. Items in this section are rated on a 5-pt scale, with higher values representing greater agreement with the presented statement. Items with an average score of "4" or greater are considered areas where the district is especially effective and efficient. Items with an average score less than "3" are considered areas for improvement. Please note that items marked with an asterisk are "reverse scored" so that higher values reflect greater perceptions of efficiency and effectiveness. Complete results can be found in **Appendix 1**. Please note that due to the low number of responses, the district office and principal and assistant principal responses were combined.

Exhibit 3-1 shows that:

- Overall, respondents disagreed that the district spends an appropriate percentage of its budget on academic programs (M=2.68).
- Respondents also disagreed that school administrators are well trained in the fiscal management of their schools (M=2.46). (see Recommendation 3-2)

**EXHIBIT 3-1
FINANCIAL MANAGEMENT SURVEY RESULTS
BARNWELL SCHOOL DISTRICT 19**

VARIABLE	TOTAL	TEACHER	ADMINISTRATOR
Tax dollars are being well spent by the district	2.41	2.36	3.00
The district actively applies for competitive state and federal grants	3.38	3.34	3.71
The district's financial reports are readily available to the community	3.38	3.35	3.75
The district spends an appropriate percentage of its budget on academic programs	2.68	2.70	2.88
The district is transparent in how it spends money, including posting the budget on the district website	3.02	3.07	3.00
I complete an annual inventory of the equipment in my work area	3.88	3.96	3.50
The district wisely manages its revenues and expenditures	2.51	2.49	3.00
Financial resources are allocated fairly and equitably to the district's schools	2.47	2.39	3.00
School administrators are well trained in the fiscal management of their schools	2.46	2.48	2.50
Purchasing processes are not cumbersome for the requestor	2.77	2.71	3.25

Source: Tidwell & Associates, Inc., Survey results, 2015.

Note: Items in this section are rated on a five-point scale, with higher values representing greater agreement with the presented statement. Items with an average score of "4" or greater are considered areas where the district is especially effective and efficient. Items with an average score less than "3" are considered areas for improvement.

When asked to rank the quality of services regarding financial management, **Exhibit 3-2** points out opportunities for improvement in the financial management of the district.

**EXHIBIT 3-2
ADDITIONAL SURVEY ITEMS RELATED TO FINANCIAL MANAGEMENT
BARNWELL COUNTY SCHOOL DISTRICT 19**

VARIABLE	TOTAL	TEACHER	ADMINISTRATOR
Budgeting	1.61	1.57	2.00
Purchasing	1.89	1.82	2.25
Warehouse	1.94	1.83	2.60
Financial Management	1.85	1.77	2.38
Grant Development	1.98	2.02	1.86

Source: Tidwell & Associates, Inc., Survey results, 2015.

Note: Items in this section are rated on a four-point scale, with higher values representing greater agreement with the presented statement. Items with an average score of "3" or greater are considered areas where the district is especially effective and efficient. Items with an average score less than "2" are considered areas for improvement.

Source: Tidwell and Associates, Inc., 2015.

FISCAL IMPACT OF RECOMMENDATIONS

As shown in **Exhibit 3-3**, to implement all of the recommendations in this chapter will incur \$11,000 in costs in the first year and \$45,800 for all five years. In **Appendix 3**, however, our suggestion would make available \$170,000 in Year 1, \$340,000 in Year 2, \$510,000 in Year 3, \$680,000 in Year 4, and \$850,000 in Year 5, for a five-year total of \$2,550,000 for capital projects. The availability of this revenue could considerably reduce maintenance expenditures to more than offset the increased cost of the recommendations. There would be an annual tax increase of \$120 for each of the five years of the incremental phase. We have added this additional suggestion to an appendix because it is beyond the scope of this study.

EXHIBIT 3-3 FISCAL IMPACT OF CHAPTER 3 FINANCIAL MANAGEMENT

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Fund the finance director's attendance at the biannual SCASBO meetings and participation in the Certified School Business Official (CSBO) program	(\$2,400)	(\$700)	(\$700)	(\$700)	(\$700)
Consider increasing employee theft, computer fraud, and funds transfer fraud coverages	(\$6,000)	(\$6,000)	(\$6,000)	(\$6,000)	(\$6,000)
Obtain an umbrella liability policy	(\$2,000)	(\$2,000)	(\$2,000)	(\$2,000)	(\$2,000)
Provide training to obtain certification as a Certified Professional Public Buyer or a Certified Professional Public Officer	(\$600)	(\$0)	(\$0)	(\$0)	(\$0)
Begin P-Card system	\$5,000	\$5,000	\$5,000	\$5,000	\$5,000
Add occupational therapy services	(\$3,660)	(\$3,660)	(\$3,660)	(\$3,660)	(\$3,660)
Total Additional Cost	(\$14,660)	(\$12,360)	(\$12,360)	(\$12,360)	(\$12,360)
Total Savings	\$5,000	\$5,000	\$5,000	\$5,000	\$5,000
NET TOTAL COSTS	(\$9,660)	(\$7,360)	(\$7,360)	(\$7,360)	(\$7,360)

3.1 Introduction, Methodology, and District Comparisons

Financial reporting is prepared by the business office that is staffed by two people, the finance director and the accounts payable clerk. Extensive interviews were conducted with this staff. Financial audit reports prepared by external auditors were reviewed for FY 11-12, FY 12-13, and FY 13-14. We also reviewed a variety of financial reports and records including, but not limited to such documents as board policies, departmental procedures, and financial records (e.g., monthly bank reconciliations and financial reports). To obtain a further understanding of finance, as well as of purchasing and warehousing operations, the following personnel were also interviewed: the superintendent, the benefits coordinator, the director of federal programs, and the maintenance supervisor. A tour of the warehouse facility was conducted.

Exhibit 3-4 shows the BCSD 19 and peer district per pupil expenditures. As shown, BCSD 19 has the second to lowest per pupil expenditures when compared to peer districts.

**EXHIBIT 3-4
PER PUPIL EXPENDITURES COMPARISON CHART
BARNWELL COUNTY SCHOOL DISTRICT 19 AND COMPARABLE DISTRICTS**

DISTRICT	BARNWELL 19	CLARENDON 1	FLORENCE 4	HAMPTON 2	MCCORMICK
Current Expenditures	\$8,988,248	\$11,897,654	\$6,554,150	\$13,643,212	\$10,431,681
# Of Students	803	884	806	1,006	821
Per Pupil Expenditures	\$11,193.33	\$13,458.88	\$13,458.88	\$8,131.70	\$13,561.84
Free and reduced lunch percentage	86.5%	76.2%	70.6%	90.4%	69.2%

Source: FY 12 InSite Data.

Selected data from comparison districts identified by BCSD 19 and the Education Oversight Committee (EOC) are shown in **Exhibit 3-5**. The table shows the relative financial standing of BCSD 19 in comparison to the designated peer districts. Of particular note is that BCSD 19 has the 2nd lowest amount of total expenditures and expenditures for operations for a comparable student population.

**EXHIBIT 3-5
DISTRICT COMPARISON CHART
BARNWELL 19
FISCAL YEAR 2011-12**

Financial Comparisons Fiscal Year Ended June 30, 2012					
District:	Barnwell 19	Clarendon 1	Florence 4	Hampton 2	McCormick
# Of Students	803	884	806	1,006	821
Current Expenditures	\$8,988,248	\$11,897,654	\$6,554,150	\$13,643,212	\$10,431,681
Capital	\$646,980	\$2,884,913	\$997,245	\$3,769,605	\$3,951,163
Total Expenditures	\$9,635,228	\$14,782,567	\$7,551,395	\$17,412,817	\$14,382,844
Total Current Expenses	\$8,988,248	\$11,897,654	\$6,554,150	\$13,643,212	\$10,431,681
INSTRUCTION	\$4,600,402	\$6,666,619	\$3,543,203	\$5,488,410	\$4,756,402
Face-To-Face Teaching	\$4,332,508	\$6,349,132	\$3,401,475	\$5,102,836	\$4,573,247
Instructional Teachers	\$4,051,045	\$5,970,035	\$3,153,451	\$4,365,324	\$4,181,128
Substitutes	\$41,703	\$3,470	\$70,864	\$131,452	\$90,012
Instructional Paraprofessionals	\$239,760	\$375,627	\$177,160	\$606,060	\$302,107
Classroom Materials	\$267,894	\$317,487	\$141,728	\$385,574	\$183,155
Pupil-Use Technology & Software	\$132,240	\$81,921	\$35,432	\$127,495	\$17,094
Instructional Materials & Supplies	\$135,654	\$235,566	\$106,296	\$258,079	\$166,061

District:	Barnwell 19	Clarendon 1	Florence 4	Hampton 2	McCormick
INSTRUCTIONAL SUPPORT	\$1,335,598	\$1,334,825	\$665,602	\$2,470,516	\$2,238,588
Pupil Support	\$1,057,808	\$921,952	\$458,692	\$1,325,444	\$1,668,792
Guidance & Counseling	\$250,330	\$340,010	\$217,974	\$313,804	\$506,406
Library & Media	\$180,536	\$120,408	\$70,166	\$269,085	\$163,628
Extracurricular	\$399,953	\$173,234	\$162,331	\$364,385	\$559,663
Student Health & Services	\$226,989	\$288,300	\$8,221	\$378,170	\$439,095
Teacher Support	\$241,736	\$336,100	\$204,207	\$1,051,176	\$560,085
Curriculum Development	\$33,722	\$99,126	\$120,236	\$553,191	\$213,465
In-Service & Staff Training	\$208,014	\$236,974	\$83,971	\$497,985	\$346,620
Program Support	\$36,054	\$76,773	\$2,703	\$93,896	\$9,711
Program Development	\$ -	\$ -	\$193	\$ -	\$ -
Therapists, Psychologists, Evaluators, Personal Attendants, & Social Workers	\$36,054	\$76,773	\$2,510	\$93,896	\$9,711
OPERATIONS	\$1,955,157	\$2,497,808	\$1,752,121	\$3,538,455	\$2,457,307
Non-Instructional Pupil Services	\$827,111	\$1,002,238	\$733,730	\$1,376,516	\$1,010,739
Transportation	\$130,450	\$183,942	\$237,717	\$445,649	\$329,933
Food Service	\$646,411	\$765,311	\$440,578	\$812,834	\$632,346
Safety	\$50,250	\$52,985	\$55,435	\$118,033	\$48,460
Building Upkeep & Maintenance	\$776,563	\$1,058,616	\$690,408	\$1,390,811	\$1,148,983
Business Services	\$351,483	\$436,954	\$327,983	\$771,128	\$297,585
Data Processing	\$195,315	\$157,031	\$ -	\$149,049	\$31,003
Business Operations	\$156,168	\$279,923	\$327,983	\$622,079	\$266,582
OTHER COMMITMENTS	\$ -	\$ -	\$ -	\$57,500	\$ -
Contingencies	\$ -	\$ -	\$ -	\$ -	\$ -
Capital	\$559,572	\$2,883,533	\$970,693	\$3,769,605	\$3,947,462
Debt Service	\$559,022	\$1,887,902	\$970,693	\$307,123	\$3,738,295
Capital Projects	\$550	\$995,631	\$ -	\$3,462,482	\$209,167
Out-Of-District Obligations <i>Parochial, Private, Charter, & Public School</i>	\$87,408	\$1,380	\$26,552	\$ -	\$3,701
Pass Throughs	\$87,408	\$1,380	\$26,552	\$ -	\$3,701
Retiree Benefits & Other	\$ -	\$ -	\$ -	\$ -	\$ -
Legal Obligations	\$ -	\$ -	\$ -	\$57,500	\$ -
LEADERSHIP	\$1,097,091	\$1,398,402	\$593,224	\$2,088,331	\$979,384
School Management	\$487,904	\$493,724	\$59,471	\$740,805	\$252,378

District:	Barnwell 19	Clarendon 1	Florence 4	Hampton 2	McCormick
Principals & Assistant Principals	\$397,486	\$254,694	\$59,471	\$586,108	\$160,467
School Office	\$90,418	\$239,030	\$ -	\$154,697	\$91,911
Program Management Deputies, Senior Administrators, Researchers &	\$254,472	\$546,094	\$246,132	\$614,532	\$313,581
Program Evaluators	\$254,472	\$546,094	\$246,132	\$614,532	\$313,581
District Management	\$354,715	\$358,584	\$287,621	\$732,994	\$413,425
Superintendent & School Board	\$348,346	\$347,603	\$287,621	\$663,580	\$357,111
Legal	\$6,369	\$10,981	\$ -	\$69,414	\$56,314

Source: South Carolina Department of Education InSite Data FY 2012.

3.2 Organization, Plans, Policies, and Procedures

The business office is staffed by two people, the finance director and an accounts payable clerk. Financial procedures are well documented and easily understood. As noted in the Chapter Summary, financial records are in conformance with the SCDOE Code of Accounts and the Financial Accounting Handbook. A minimum amount of supplies and materials are warehoused although no inventory records are maintained.

3.3 Financial Management

FINDING

The finance office has greatly reduced the number of external audit findings over the past three years.

The annual financial audits for the preceding three years contained the following reportable conditions (see **Exhibit 3-6**):

FY 11-12: seven control deficiencies were noted; six of seven were deemed to be material weaknesses; the seventh was deemed a significant deficiency. Also, one control deficiency related to compliance was deemed a material weakness.

FY 12-13: four control deficiencies were noted; one deemed material; three deemed significant. Two deficiencies related to compliance were noted. One deemed material and the other significant

FY 13-14: one control deficiency and one compliance deficiency were noted both deemed significant.

Looking forward to the FY 15 external audit report, only one control deficiency should remain. It is the lack of separation of duties due to the shortage of staff. This is addressed in the finding associated with Recommendation 3-8 in this chapter.

**EXHIBIT 3-6
EXTERNAL AUDIT FINDINGS
BARNWELL COUNTY SCHOOL DISTRICT 19
FY 12-14**

CONDITION	FY 14	FY 13	FY 12	MATERIAL WEAKNESS	SIGNIFICANT DEFICIENCY
Inadequate separation of duties	X	X	X		X
Teacher Incentive Grant Certifications not maintained	X				X
Accounts payable not properly accrued (financial statement)		X		X	
Accounts payable not properly accrued (IDEA)		X		X	
Certifications for IDEA employees not performed		X			X
District did not prepare financial statements and notes		X			X
District did not prepare financial statements and notes			X	X	
Health/dental liability overstated		X			X
Health/dental liability overstated			X	X	
Receivable accounts not reversed/not recorded			X	X	
Did not reverse prior year accrued accounts payable			X	X	
Payroll liabilities not reconciled			X	X	
Expenditures over claimed (federal funds)			X	X	
Major federal awards program questioned costs (3 exceptions)		X	X		

Source: External Audit Reports FY 12-14.

COMMENDATION 3-A:

The finance director has greatly reduced the number of reportable conditions noted in multiple annual financial audits.

FINDING

The board has not adopted a formal policy on fund balance.

As can be seen in **Exhibit 3-7**, fund balances have varied significantly over the past several years. This has placed BCSD 19 in the position of having to issue Tax Anticipation Notes (TANs) and paying the associated interest cost of \$6,677.43 in 2015 in order to maintain cash flow to continue district operations.

EXHIBIT 3-7
BARNWELL COUNTY SCHOOL DISTRICT 19 GENERAL FUND REVENUES,
EXPENDITURES, TRANSFERS, & BALANCES
FY 06 - FY 14

FISCAL YEAR	REVENUES	EXPENDITURES	TRANSFERS IN (OUT)	CHANGE	FUND BALANCE
2006					\$389,353
2007	\$5,354,411	(\$5,328,667)	\$190,473	\$216,217	\$605,570
2008	\$5,761,493	(\$5,728,404)	\$171,124	\$204,213	\$809,783
2009	\$6,094,859	(\$5,853,798)	\$154,224	\$395,285	\$1,205,068
2010	\$5,303,601	(\$5,502,553)	\$225,017	\$26,065	\$1,231,133
2011	\$5,103,021	(\$5,326,957)	\$214,432	(\$9,504)	\$1,221,629
2012	\$5,095,014	(\$5,971,169)	\$195,204	(\$680,951)	\$540,678
2013	\$5,227,716	(\$6,320,894)	\$366,682	(\$726,496)	(\$185,818)
2014	\$5,295,959	(\$5,373,751)	\$328,233	\$250,441	\$64,623

Source: BCSD 19 Office of Finance, March 2015. Pulled from audited financial statements.

TIER 1 RECOMMENDATION

RECOMMENDATION 3-1:

Adopt a board policy setting a desired level of fund balance as a percentage of the general fund budget.

Implementing this recommendation would help avoid costs associated with the issuance of TANs required when the fund balance is not maintained at a reasonable level. The national bond rating agencies generally recommend a fund balance of 10 percent of the general fund operating budget be maintained.

IMPLEMENTATION PLAN

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|--|
| 1. The board should adopt a policy stating that the fund balance will be maintained at least at 10 percent of the general fund operating budget. |
|--|

FISCAL IMPACT

There is no fiscal impact for the district to set a fund balance policy.

FINDING

Interviews with staff indicated that on-site financial training for administrators is not conducted. As noted in the survey results presented previously in Exhibit 3-1, the financial training of school administrators is an area of concern.

TIER 2 RECOMMENDATION

Recommendation 3-2:

Conduct training of principals and designated school staff on school district financial matters and concerns.

IMPLEMENTATION PLAN

1. Have the principals select staff to join them in financial training.
2. The finance director should conduct training for the principals and selected staff on financial matters (e.g., budgeting, financial transaction recording/reporting) at the beginning of the school year and again at mid-year.

FISCAL IMPACT

There is no fiscal impact, although at least two days of staff time of designated personnel will be utilized.

FINDING

Competitive funding grants have not been aggressively pursued by BCSD 19. The district's demographics increase the probability of successfully competing for such grants. **In Exhibit 3-8**, over a nine-year period, BCSD 19 was awarded grants totaling \$1,983,202. In comparison, peer district Clarendon 1 received just under \$12,000,000 in grants over the past decade.

**EXHIBIT 3-8
BARNWELL COUNTY SCHOOL DISTRICT 19
GRANTS RECEIVED
FY 09-FY 17**

GRANT	FY 08-09	FY 09-10	FY 10-11	FY 11-12	FY 12-13	TOTAL
Enhancing Education Through Technology	\$250,000	\$150,000	\$225,000			\$625,000
21st Century Community Learning		\$200,000	\$199,000	\$150,000	\$125,000	\$674,000
Arts in Education		\$66,845		\$14,000	\$14,000	\$94,845
GRANT	FY 13-14	FY 14-15	FY 15-16	FY 16-17		TOTAL
Education and Economic Development	\$61,157					\$61,157
Fresh Fruits and Vegetables	\$25,000					\$25,000
Teacher Incentive	\$148,000	\$133,200	\$118,400	\$103,600		\$503,200
GRAND TOTAL						\$1,983,202

Source: Data supplied by the BCSD 19 Director of Federal Programs, 2015.

TIER 2 RECOMMENDATION

Recommendation 3-3:

Apply for competitive federal grants whenever possible.

Having the BCSD 19 director of federal programs apply for grants will assist in obtaining additional funding (see Chapter 2 for additional information regarding the director of federal programs).

IMPLEMENTATION PLAN

1. The superintendent should task the BCSD 19 director of federal programs to chair a committee comprised of principals and appropriate support staff to research available grants. There should be a list of proposed priorities that are approved by the board and then they can move quickly on those priorities when they come out. They can do some advance work in documenting needs relating to those priorities and review past year guidelines on particular initiatives to get ahead of the curve on responding to grant opportunities.
2. The director of federal programs should then select a specific team to apply for the grant.
3. Once a grant is received, the superintendent should inform the board and task the director of federal programs to designate a coordinator to work in conjunction with the finance director to administer and execute the grant.

FISCAL IMPACT

There is no fiscal impact.

FINDING

The same external audit firm, McGregor & Company, LLP, has conducted the annual financial audit for more than a decade. Interviews with staff indicated that the same financial audit firm may have conducted the annual financial audit for possibly as long as three consecutive decades. Failure to periodically rotate audit firms breeds an unwarranted and an ill-advised familiarity and fails to provide the opportunity for a new perspective on financial operations and activities.

TIER 2 RECOMMENDATION

RECOMMENDATION 3-4:

Rotate financial audit firms every three years.

Financial audit firms are generally selected to perform audits for a three-year period. While a particular firm may be retained for an extended period, it is beneficial to periodically change auditors to have a fresh set of eyes examine matters. Retaining a single firm for decades is not advisable.

IMPLEMENTATION PLAN

1. Conduct a financial audit procurement; the finance director should have the responding firms cite their experience in conducting school district financial audits.
2. Each firm should designate the staff who will perform the audit and propose a fee.
3. The board will then select the financial audit firm, rotating firms every three years unless a compelling circumstance arises.

FISCAL IMPACT

There is no fiscal impact.

FINDING

The finance director has been afforded little professional development or training opportunities.

Since FY 12, the finance director has attended one biannual meeting of the South Carolina Association of School Business Officials (SCASBO). Such meetings provide a cost-efficient way for school finance personnel to stay abreast of changes in school district financial practices; to obtain updates on financial technology advances; and to interact with colleagues from similar districts from across the state. Additionally, SCASBO offers a Certified School Business Official (CSBO) program to teach best practices.

TIER 2 RECOMMENDATION

RECOMMENDATION 3-5:

Fund the finance director’s attendance at the biannual SCASBO meetings and participation in the Certified School Business Official (CSBO) program.

Participation in the CSBO program will increase and expand the knowledge of the finance director which will contribute directly to improvement in the financial operations of BCSD 19. The funding source for the finance director to attend the conference should be determined by the superintendent.

IMPLEMENTATION PLAN

1. The administration should include funds in the annual budget for professional training for the finance director through attendance at SCASBO meetings.
2. The superintendent should direct the finance director to obtain the CSBO designation.

FISCAL IMPACT

The cost to participate in the CSBO program will incur a one-time cost of \$1,700. Annual attendance at bi-annual SCASBO meetings will cost an additional \$700.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Fund the finance director’s attendance at the biannual SCASBO meetings and participation in the Certified School Business Official (CSBO) program	(\$2,400)	(\$700)	(\$700)	(\$700)	(\$700)

FINDING

The district has only \$100,000 in Employee Theft coverage, \$100,000 in Computer Fraud coverage and \$100,000 in Funds Transfer Fraud coverage. Due to the complexity of financial management of the district's business activities and the length of time it often takes for a theft to be recognized, the current limits appear inadequate.

TIER 2 RECOMMENDATION

Recommendation 3-6:

Consider increasing Employee Theft, Computer Fraud, and Funds Transfer Fraud coverages to \$1,000,000 for each.

The Association of Certified Fraud Examiners 2012 Report to the Nations states that the average loss caused by employee dishonesty is \$140,000. One in every five cases reports a loss in excess of \$1 million. School districts in South Carolina are not exempt as newspapers over the last several years have revealed multiple thefts by school district employees in the hundreds of thousands of dollars.

Electronic funds transfer fraud and computer fraud cases are on the upswing. In one example a company's finance director opened an e-mail and immediately thereafter a fraudulent electronic wire transfer initiated by unknown persons caused \$147,000 to be wired from the company's bank account. The money was withdrawn before it could be recovered. The above incident was cited in a report by Travelers Casualty and Survey Company of America.

The minimum cost incurred for an insurance policy is outweighed by the potential loss arising from an act of theft or malfeasance. With its current insurance program, the district may be able to substantially increase its limits at a very affordable rate.

IMPLEMENTATION PLAN

1. The finance director should contact the district's insurance carrier and obtain and review proposals.
2. The finance director should then select and execute the best policy available.

FISCAL IMPACT

It is estimated that for a district the size of BCSD 19, the cost for \$1,000,000 in coverage would be \$6,000.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Consider increasing Employee Theft, Computer Fraud, and Funds Transfer Fraud coverages	(\$6,000)	(\$6,000)	(\$6,000)	(\$6,000)	(\$6,000)

FINDING

The district currently does not have an umbrella liability policy. An umbrella policy provides additional limits of coverage for those claims which may not be limited by the Tort Claims Act and exceed the limits of coverage provided by the primary liability policy.

TIER 2 RECOMMENDATION

Recommendation 3-7:

Consider obtaining proposals for umbrella liability policies with a \$2 million limit.

Although the district does enjoy some protection from the Tort Claims Act, there are legal actions which may be brought against the district that are outside of the protection of the Tort Claim Act. A South Carolina school district currently faces a significant loss in the hundreds of thousands of dollars resulting from an incident involving libel and punitive damages.

IMPLEMENTATION PLAN

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|--|
| 1. The finance director should obtain a quote for coverage from BCSD 19's insurance carrier and put the coverage in place. |
|--|

FISCAL IMPACT

A coverage limit of \$2,000,000 would cost an estimated \$2,000.00 annually.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Obtain an umbrella liability policy	(\$2,000)	(\$2,000)	(\$2,000)	(\$2,000)	(\$2,000)

FINDING

BCSD 19 does not have proper separation of duties in performing financial transactions due to the limited staff positions.

The district has a very limited number of staff personnel available to perform financial transactions. The external auditors have repeatedly noted that this is a major internal control weakness.

TIER 1 RECOMMENDATION

Recommendation 3-8:

Explore setting up a cooperative service arrangement with neighboring districts (i.e., Barnwell School Districts 29 and 45) wherein an appropriate segregation of financial duties could be obtained.

Concentration of financial functions that does not allow for a proper review by a third party exposes BCSD 19 to financial risk.

IMPLEMENTATION PLAN

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|--|
| 1. The superintendent should contact her counterparts in Barnwell 29 and Barnwell 45 and seek to set up a mutually cooperative arrangement to provide selected financial services. |
|--|

FISCAL IMPACT

There is no fiscal impact.

3.4 Purchasing

FINDING

Purchasing matters are conducted by the accounts payable clerk reporting directly to the superintendent.

The superintendent approves all purchase orders and all invoices for payment. In interviews with staff, it was revealed that the accounts payable clerk was unaware of the district's procurement code requirements for bids in excess of \$2,500 (i.e., obtain three quotes). Failure to obtain three quotes means that competitive quotes are not being obtained and the district does not know if it has obtained the lowest reasonable and attainable cost. Obtaining competitive quotes is a cornerstone of the state of South Carolina's Procurement Code.

TIER 2 RECOMMENDATION

Recommendation 3-9:

Place the accounts payable clerk under the direction and supervision of the finance director and provide training for the accounts payable clerk to obtain certification as a Certified Professional Public Buyer or a Certified Professional Public Officer.

Implementing this recommendation would facilitate adherence to the BCSD 19 procurement code by all concerned; promote uniformity in the acquisition of materials and supplies; allow BCSD 19 to establish district wide standards for commodities; and help reduce costs through bulk buying acquisitions.

IMPLEMENTATION PLAN

- | |
|---|
| 1. The superintendent should organizationally place the accounts payable clerk under the supervision of the finance director. |
| 2. Have the designated employee enroll in the Universal Public Procurement Certification Council (UPPCC) certification program. |
| 3. The finance director then pays the application/exam fee. |
| 4. The designated employee should complete the certification program. |

FISCAL IMPACT

The exam fee is \$250 and the fee to join UPPCC is \$350. Educational courses, if needed, are extra, and would be dependent on the specific professional and educational background of the designated employee.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Place the accounts payable clerk under the direction and supervision of the finance director and provide training to obtain certification as a Certified Professional Public Buyer or a Certified Professional Public Officer	(\$600)	(\$0)	(\$0)	(\$0)	(\$0)

FINDING

BCSD 19 does not utilize/participate in the South Carolina Procurement Card Program (P-Card).

The state South Carolina P-Card program is a well-functioning and well regarded procurement card program for use by state employees and it is also eligible for use by employees of public school districts.

The P-Card) is a charge card designed to enable authorized State of South Carolina employees to make small value purchases of supplies, materials, equipment, and services for state business use, is the only purchasing card authorized for use by employees of any state agencies and by authorized employees of state colleges and universities, and can only be used for official State business.

The P-Card Program (Program) utilizes a VISA purchasing card issued by Bank of America. The terms of the contract with the Bank also permit counties and local political subdivisions (i.e. public school districts) to use the P-Card. Use of the P-Card is subject to the small purchase procedures established by the State Consolidated Procurement Code and agency purchasing policies and procedures.

TIER 2 RECOMMENDATION

Recommendation 3-10:

Institute a P-Card program to obtain goods and services.

The use of P-Cards reduces the cost and time to generate and process purchase orders. Use of the P-Card also has financial incentives for the school district based on a rebate program.

IMPLEMENTATION PLAN

1. The finance director should contact the State of South Carolina Materials Management Office (Attention: Stacy Gregg) at 1201 Main Street, Suite 600, Columbia, SC 29201.
2. The finance director should obtain the credit cards from the Bank of America.
3. The finance director, with assistance of the Bank of America, should train staff in card use and safeguards.
4. The finance director should distribute the credit cards to designated staff for their use in obtaining goods and services.
5. The finance director should apply to Bank of America to receive rebate funding.

FISCAL IMPACT

There is no fee to participate in the P-Card program. The P-Card program does save time and dollars in the process of obtaining materials and supplies. Additionally, there is a program that would be based on BCSD 19's estimated annual purchases that would provide approximately \$5,000 to \$10,000 in rebate revenue. The average rebate figure is used for the estimated fiscal impact. Implementing this recommendation should save the district \$5,000 per year or \$25,000 over a five-year period.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Begin P-Card system	\$5,000	\$5,000	\$5,000	\$5,000	\$5,000

3.5 Warehousing

FINDING

BCSD 19 has a small building utilized for storage of materials and supplies and there is no inventory record.

In addition to consumables and supplies, the building stores discarded equipment and furniture. The building does have minimal amounts of materials. The dollar value is immaterial for financial accounting purposes.

There is no organized storage with assigned locations within the building. An inventory record is not maintained. Materials are ordered haphazardly and it is addressed whenever personnel see the need to do so. The net effect is that BCSD 19 operates with an on-time delivery system.

TIER 3 RECOMMENDATION

Recommendation 3-11:

Dispose of discarded equipment and material and institute an inventory management system complete with designated storage locations and re-order points.

Efficient and effective management of high use consumables would promote the availability of these items and through the timely ordering of supplies eliminate/reduce unwanted inventory.

IMPLEMENTATION PLAN

1. The maintenance supervisor and the accounts payable clerk should review purchases that took place in a prior six month period.
2. The maintenance supervisor and the accounts payable clerk should identify items that were purchased at least twice.
3. The maintenance supervisor should take an inventory of any such material on hand in the warehouse.

4. The maintenance supervisor should designate numbered storage locator positions for the items in the warehouse. Set a re-order point at one-half of the quantity ordered in the six month period.
5. The maintenance supervisor should review stock movement semi-annually and adjust stocking levels accordingly.

FISCAL IMPACT

Savings are anticipated through timely purchasing and economic order quantities.

3.6 Medicaid

The BCSD 19 Medicaid program draws on staff from finance, special services, and transportation. The review team interviewed the finance director and the director of special services several times. Information from two peer districts, Clarendon 1 and Florence 4, was used to assess the performance of BCSD 19. We studied prior year SCDOE review reports, internal reviews, and reimbursement information provided by the districts and SCDOE.

3.7 Medicaid Organization, Plans, Policies and Procedures

Medicaid is not an actual department, but rather, a program carried out by staff of several offices. The various staff/offices carrying out Medicaid responsibilities include:

- Special services. BCSD 19 bills Medicaid for only one health service, speech therapy. Speech providers for this service are subcontracted and managed by the director of special services. The subcontractor provides a speech language pathologist and a speech language pathology assistant. The district staff is considering adding physical therapy, occupational therapy, and psychological evaluation to their services.
- The director of special services manages the School District Administrative Claiming (SDAC) surveys and reminds those on the roster when they have a survey. These surveys are used to estimate the amount of time the districts spend on administration of their Medicaid programs.
- The director of finance works with SCDOE on the SDAC invoice processing. She provides salary information and other data that are needed to compute the SDAC quarterly reimbursement.
- Special needs transportation (SNT) is provided by district bus drivers using specially-equipped buses. SNT trip ridership is recorded on logs by the drivers. The director of special services loads these data into an online database at SCDOE and SCDOE determines the quarterly reimbursement due to the district.

FINDING

The director of special services performs many more Medicaid tasks than directors at larger districts. In addition to her responsibilities with the special services program, she bills Medicaid for speech services and manages the SDAC random moment surveys for the district. She also enters Special Needs Transportation (SNT) ridership data into the SDE online database.

COMMENDATION 3-B:

The Medicaid program is run efficiently by the special services director.

3.8 Medicaid Reimbursements

BCSD 19 participates in all three Medicaid school-based programs as follows:

- Health fee for services
- School District Administrative Claiming
- Special Needs Transportation

The district bills Medicaid for only one health service: speech. There are approximately 37 students in this program as of March 2015. The special services director said they are considering the possibility of expanding their program to include physical therapy, occupational therapy, and school psychological evaluations. **Exhibit 3-9** shows health services reimbursements for each fiscal year from 2009-10 through 2013-14.

EXHIBIT 3-9 BSCD 19 MEDICAID HEALTH SERVICES REIMBURSEMENTS

MEDICAID SERVICE	FY 2009-10	FY 2010-11	FY 2011-12	FY 2012-13	FY 2013-14
Health services	\$30,920	\$12,480	\$22,500	\$87,998	\$38,808
Difference from prior year	NA	-60%	+80%	+291%	-56%

Source: BCSD 19, Finance Department, 2015.

FINDING

BCSD 19 staff are not certain of the cause for fluctuations in Medicaid reimbursement.

There have been some sizeable differences in reimbursements over the past five fiscal years as previously shown in Exhibit 3-9. Health services reimbursement dropped 60 percent between FY 2009-10 and FY 2010-11. In FY 2011-12, it increased by 80 percent. The following year, FY 2012-13, it increased 291 percent, and in FY 2013-14 it dropped by 56 percent. Some fluctuations are due to a change in the number of Medicaid-eligible students receiving service, or a change in the units of service provided.

Exhibit 3-10 compares health services reimbursements for BCSD 19 and peer districts, Clarendon School District 1 (CSD 1) and Florence 4. The comparison is over the fiscal years FY 2011-12 through FY 2013-14. Reimbursements for BCSD 19 in FY 2011-12 were 336 percent lower than CSD 1. In FY 2012-13, reimbursements for BCSD 19 were 44 percent lower than CSD 1. In FY 2013-14, they were 21 percent lower. However, BCSD 19 only bills Medicaid for speech, while CSD 1 bills for nursing, occupational therapy, physical therapy, psychological evaluation and speech.

BCSD 19 reimbursements were 336 percent lower than Florence 4 in FY 2011-12, but 200 percent higher in FY 2012-13. In FY 2013-14 BCSD 19 reimbursements were 59 percent lower than Florence 4. As was said, BCSD 19 billed for 30 Medicaid students, but Florence 4 billed

for 50 in occupational and physical therapy, psychological evaluation, and speech. In this case, the numbers of students and services billed do not explain the higher reimbursement of BCSD 19 in FY 2012-13.

**EXHIBIT 3-10
BCSD 19 AND PEER DISTRICTS
HEALTH SERVICE REIMBURSEMENT COMPARISON**

DISTRICT	FY 2011-12	BCSD 19 DIFFERENCE FROM PEER	FY 2012-13	BCSD 19 DIFFERENCE FROM PEER	FY 2013-14	BCSD 19 DIFFERENCE FROM PEER
BCSD 19	\$22,500		\$87,998		\$38,808	
Clarendon 1	\$98,020	-336%	\$126,909	-44%	\$47,005	-21%
Florence 4	\$73,345	-226%	\$44,746	+200%	\$61,772	-59%

Source: BCSD 19; SC Department of Education; CSD 1 and Florence 4, Finance Departments, 2015.

TIER 2 RECOMMENDATION

Recommendation 3-12:

Monitor health service reimbursements to determine the causes of increases or decreases.

Periodically the SC Department of Health and Human Services (SCDHHS) sends to the districts a remittance advice which shows paid and rejected claims. BCSD 19 special services and finance staff review this report and correct billing errors when possible. The report shows the names of the students whose services have been billed, which makes it possible to ensure that all reimbursements are for the district's own students. This report should be reviewed to determine the progress of reimbursement in comparison with the prior year. Identifying the causes for increases or decreases in reimbursements will assist the staff in troubleshooting for the next school year.

IMPLEMENTATION PLAN

1. The special services and finance directors should gather information for the prior year on health service reimbursements.
2. Provider availability, numbers of Medicaid-eligible students receiving Speech services, and units of service provided should be determined.
3. Any Medicaid policy changes that might have affected reimbursements should be noted.
4. A plan of action to improve reimbursements should be made and approved by the superintendent.

FISCAL IMPACT

This recommendation can be accomplished with existing resources and at no additional cost to BCSD 19. However, it should be noted that an analysis of this nature could increase Medicaid reimbursements.

FINDING

BCSD 19's SDAC reimbursement in FY 2013-14 was 20 percent higher than its peer district. The reimbursement is based on random moment survey results, the salaries and indirect costs of survey participants and the percentage of children in the district who are Medicaid-eligible. The salaries and indirect cost of survey participants are fundamental to calculating reimbursement.

School District Administrative Claiming (SDAC) reimbursements for FY 2011-12 through FY 2013-14 for BCSD 19 and one peer district, Clarendon 1, are shown in **Exhibit 3-11**. (Peer district Florence 4 does not bill for SDAC.) In comparison to Clarendon 1, BCSD 19 SDAC increased from a -6 percent difference in FY 2012-13 to a +20 percent difference in FY 2013-14.

EXHIBIT 3-11 SCHOOL DISTRICT ADMINISTRATIVE CLAIMING (SDAC) BCSD 19 AND CSD 1 REIMBURSEMENT COMPARISON

DISTRICT	FY 2011-12	DIFFERENCE FROM CSD 1	FY 2012-13	DIFFERENCE FROM CSD 1	FY 2013-14	DIFFERENCE FROM CSD 1
BCSD 19	\$7,758	-2%	\$7,184	-6%	\$7,582	+20%
Clarendon 1	\$7,987		\$7,620		\$6,337	

Source: SC Department of Education, Medicaid Services, 2015.

COMMENDATION 3-C:

BCSD 19 is commended for increasing its school district administrative claiming (SDAC).

A comparison of BCSD 19 and Clarendon 1 SNT reimbursements for FY 2011-12 through FY 2013-14 is shown in **Exhibit 3-12**. (Peer district Florence 4 is not shown because it does not bill SNT.) Clarendon 1 had eight times the reimbursement of BCSD 19 in FY 2011-12 and seven times in FY 2012-13. FY 2013-14 cannot be compared because BCSD 19 reimbursement has not been completed for that year.

An SNT ride is reimbursed if the student has health service on the same day. Clarendon 1 bills five health services: physical therapy, occupational therapy, psychological evaluation and speech. Barnwell 19 bills only for speech services. There are more opportunities for a ride to match with a service at Clarendon 1.

**EXHIBIT 3-12
BCSD 19 AND CSD 1
SPECIAL NEEDS TRANSPORTATION COMPARISON**

DISTRICT	FY 2011-12	DIFFER- ENCE FROM CSD 1	FY 2012-13	DIFFER- ENCE FROM CSD 1	FY 2013- 14	DIFFER- ENCE FROM CSD 1
BCSD 19	\$882	-\$7,105	\$1,341	-\$6,279	\$398*	-\$5,939
Clarendon 1	\$7,987		\$7,620		\$6,337	

*Received November 2014

Source: SC Department of Education, Medicaid Services, 2015.

FINDING

SNT reimbursement for BCSD 19 in FY 2011-12 through FY 2013-14 has been much lower than Clarendon 1. Some students travel to Barnwell 45 for health services that BCSD 19 does not provide. SCDOE has determined that BCSD 19 can be reimbursed for these rides. BCSD 19 is planning to add physical therapy, occupational therapy and psychological evaluation to their services. These actions should increase SNT reimbursement for BCSD 19. When the services that students receive at Barnwell 45 become available at Barnwell 19, the district will still be able to bill for an SNT student's daily round-trip from home to school on days when he has a health service.

TIER 2 RECOMMENDATION

Recommendation 3-13:

BCSD 19 should continue to make program changes that can increase SNT reimbursement.

IMPLEMENTATION PLAN

1. The director of special services should follow up with SCDOE on adding the current rides to Barnwell 45 to BCSD 19 SNT reimbursement.
2. If feasible, the district should expand its health services.
3. After services are added, the district can bill for Medicaid students who are eligible for SNT and receiving the new health service(s).

FISCAL IMPACT

This recommendation to increase SNT ridership can be accomplished with existing resources and at no additional cost to BCSD 19. However, it should be noted that adding increasing SNT ridership could increase Medicaid reimbursement.

FINDING

District staff is considering expanding health services by adding occupational therapy (OT), physical therapy (PT) and psychological evaluation. BCSD 19 had a total enrollment of 767 in FY 2013-14 according to the SCDOE. There were 104 students in special services. The district

had 219 students who were Medicaid-eligible. In FY 2013-14, BCSD 19 only billed for 30 students who received speech services. A nearby district, Lexington 4, received approximately \$854 reimbursement per OT student in FY 2012-13. Using this as a guide, if Barnwell 19 provides OT to 10 eligible students per year, \$8,540 would be added to annual reimbursement total.

TIER 2 RECOMMENDATION

Recommendation 3-14:

BCSD 19 should add occupational therapy services if feasible.

Medicaid requires that a student be referred for health services by a licensed practitioner of the healing arts. For example a licensed OT could refer a student for this therapy. If BCSD 19 adds OT services, they would need to increase their staff or subcontract for service providers. Medicaid only reimburses 70 percent of the cost of health services. Therefore, if OT is added, BCSD 19 must cover 30 percent of the cost. Under IDEA, a district is required to provide therapy for disabilities that prevent a child from getting an education. So, the 70 percent reimbursement is a bonus because the district must provide this service anyway.

FISCAL IMPACT

If the district provides OT to 10 students to comply with IDEA, the cost would be \$12,200 per year. If the students are eligible, Medicaid will pay \$8,540, which is 70 percent of the cost. This is a partial reimbursement for service the district is required to provide. The net cost to the district will be \$3,660 per year.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Addition of 10 OT students	(\$12,200)	(\$12,200)	(\$12,200)	(\$12,200)	(\$12,200)
Medicaid 70% reimbursement	\$8,540	\$8,540	\$8,540	\$8,540	\$8,540
TOTAL COST	(\$3,660)	(\$3,660)	(\$3,660)	(\$3,660)	(\$3,660)

4.0 HUMAN RESOURCES MANAGEMENT

This chapter reviews the personnel and human resource management functions for Barnwell School District 19 (BCSD 19).

The major sections of the chapter include:

- 4.1 Introduction, Methodology, and Peer Comparison
- 4.2 Organization, Policies, and Procedures
- 4.3 Compensation and Budget
- 4.4 Personnel Files
- 4.5 Professional Development
- 4.6 Job Description
- 4.7 Turnover Rates and Retention

CHAPTER SUMMARY

According to the American Association of School Administrators (AASA), school districts spend between 80 and 85 percent of their entire budget on salaries and benefits, meaning that only 15 to 20 percent remains to address the rest of the budget's priorities and needs. Human capital is the driver of the education system and strategic human resource management will contribute to organizational improvement and effectiveness. Properly aligning human resources (HR) management, policy, procedures and technology can help a district to enhance its support of teachers and in turn improve student performance.

This report contains the following commendations for BCSD 19:

- The district shares professional development courses and opportunities with surrounding districts. (Page 4-4)
- The district works with surrounding districts to ensure compliance and best practice implementation of the Affordable Care Act. (Page 4-14)

Though the district performs its human resource responsibilities in a satisfactory manner overall, certain efficiency measures and improvements can be implemented to facilitate the process. To assist the BCSD 19 in prioritization and implementation, recommendations have been tiered based on the following definitions.

Tier 1: Greatest Impact: The district should implement these recommendations immediately to take maximum advantage of their opportunities.

Tier 2: Moderate Impact: The district should implement these recommendations as soon as practical to improve the efficiency and effectiveness of operations.

Tier 3: Minimal Impact: The district should implement these recommendations when time and funds are available as best suits the needs of the district.

As a result of our on-site visit and review of materials, the following recommendations for HR management are offered:

- Share HR coordinator position with a surrounding school district. Tier 1 (Page 4-7)
- Create HR manual with policies and procedures that are consistently implemented throughout the district. Tier 1 (Page 4-9)
- Make the new and updated HR policies and procedures readily available. Tier 2 (Page 4-10)
- Conduct a salary study, develop a salary schedule for all pay groups and rework the existing ones to ensure equity in compensation for employees in the same work group. Tier 1 (Page 4-11)
- Eliminate annual bonuses for district staff. Tier 1 (Page 4-12)
- Place all personnel file folders in fireproof, waterproof cabinets that can be locked when not in use. Tier 1 (Page 4-13)
- Increase professional development opportunities for district staff. Tier 1 (Page 4-14)
- Create and maintain job descriptions for all district staff online and systematically review and update. Tier 1 (Page 4-16)
- Conduct more thorough exit interviews and analyze the turnover rates in the district. Tier 1 (Page 4-19)

Survey Results Related to Human Resource Functions

The review team administered a survey to teachers, school administrators and district administrators. Because of the very small sample size for the school administrator category (N=2) in BCSD 19, we have just one administrator category, which combines school and district administration in order to help the findings remain anonymous.

The following are the survey results for HR functions at BCSD 19. Questions touched upon overall satisfaction with the HR function, job descriptions, salaries, professional development, evaluations and grievances.

Overall, respondents feel that HR could use improvement at BCSD 19. As the results below illustrate, respondents did not rate anything with an average score of “4” or greater, on a 5-point scale or “3” or greater, on a 4-point scale, meaning that employees see this as an area in need of improvement.

Exhibit 4-1, below, which can also be found in Section 2 of the survey results in **Appendix 1**, is rated on a 4-point scale and provides an overall rating at 2.32 for the human resource functions. Teachers and administrators alike consider this an area in need of improvement.

**EXHIBIT 4-1
DISTRICT FUNCTION OPERATIONS
BCSD 19 SURVEY RESULTS
2015**

VARIABLE	TOTAL	TEACHER	ADMINISTRATOR
Human Resources	2.32	2.38	2.17

Source: Tidwell and Associates Survey Results, 2015

Note: Items in this section are rated on a 4-point scale, with higher values representing greater agreement with the presented statement. Items with an average score of “3” or greater are considered areas where the district is especially effective and efficient. Items with an average score less than “2” are considered areas for improvement.

In addition to the overall rating above, the survey also highlighted a number of specific operations and functions of the HR department. **Exhibit 4-2** below, which is based on a 5-point scale, provides the full survey responses for HR.

**EXHIBIT 4-2
HUMAN RESOURCES
BCSD 19 SURVEY RESULTS
2015**

VARIABLE	TOTAL	TEACHER	ADMINISTRATOR
I have an accurate job description	3.62	3.69	3.25
District salaries for the type position I am in are competitive with similar positions in the job market	1.68	1.74	1.38
I feel that my work is appreciated by my supervisors	3.09	3.08	3.25
I receive adequate training and support to perform my job functions	3.21	3.27	3.25
The district has a good program for orienting new employees	2.59	2.63	2.38
The district has an adequate number of staff to carry out its operations	2.30	2.23	2.88
The district actively recruits high quality staff to fill vacant positions	2.81	2.81	3.00
There is adequate high quality professional development for the principals and teachers	2.93	2.79	4.00
District employees receive annual personal evaluations	3.85	3.82	4.13
Employees receive their personal evaluations each year well in advance of the end of the school year	3.60	3.53	4.43
The district has a fair and timely grievance process	3.16	3.18	3.00

Source: Tidwell and Associates Survey Results, 2015.

Note: Items in this section are rated on a 5-point scale, with higher values representing greater agreement with the presented statement. Items with an average score of “4” or greater are considered areas where the district is especially effective and efficient. Items with an average score less than “3” are considered areas for improvement.

As these results indicate, HR is not an area that is considered especially effective or efficient. Overall, respondents most disagreed that:

- District salaries are competitive with similar positions in the job market;
- The district provides adequate new employee orientation;
- The district has an adequate number of staff to carry out its operations;
- The district offers adequate professional development for teachers; and,
- Professional performance evaluations for teachers are timely and satisfactory.

Each of these will be discussed throughout this chapter, however it is important to note that our findings do not support the concerns expressed by teachers as to the lack of professional development or performance evaluations. Professional evaluations are administered by the

district in line with state standards. In addition, BCSD 19 is part of the Teacher Advancement Program (TAP), is working very hard to support teachers in accordance with the principles of the program, and is implementing structured and applied professional development. In fact, in accordance with TAP guidelines, the district has restructured the school schedule to provide time during the regular school day for teachers to meet, learn, plan, mentor and share with other teachers in order to improve constantly the quality of instruction. Moreover, while the numbers indicate that teachers feel there are inadequate professional development opportunities, “several teachers indicated that professional development was an area where resources were maximized.”¹ In addition, the district is in a professional development consortium with Barnwell 45 and Williston School District where districts share courses and opportunities for professional development. Reaching out to other districts for collaboration and support is to be commended.

COMMENDATION 4-A:

The district shares professional development courses and opportunities for teachers with surrounding districts.

FISCAL IMPACT OF RECOMMENDATIONS

The majority of the recommendations in this chapter are cost neutral and can be implemented without a fiscal impact. However, **Exhibit 4-3** provides a summary of the recommendations that have a fiscal impact and provides estimated costs and savings associated with the recommendations. As shown, a net savings of \$673,785 could be realized over the next five years should the district choose to implement the recommendations.

**EXHIBIT 4-3
FISCAL IMPACT OF CHAPTER 4
HUMAN RESOURCE MANAGEMENT**

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Conduct salary study	(\$5,000)	\$0	\$0	\$0	\$0
Stop annual bonuses	\$8,500	\$8,500	\$8,500	\$8,500	\$8,500
Reduce turnover rates	\$158,460	\$131,265	\$115,920	\$115,920	\$115,920
Lock personnel files in a secure cabinet	(\$1,200)	\$0	\$0	\$0	\$0
Total Cost	(\$6,200)	\$0	\$0	\$0	\$0
Total Saving	\$166,960	\$139,765	\$124,420	\$124,420	\$124,420
NET SAVINGS	\$160,760	\$139,765	\$124,420	\$124,420	\$124,420

4.1 Introduction, Methodology, and District Comparisons

There is no HR budget at BCSD 19. Staffing decisions are based on annual meetings between the superintendent and principals to determine next year’s needs based on the previous year. Student population is declining in BCSD 19. The district has a total of 118 employees. On average, the district hires approximately 5-10 people a year. According to *South Carolina*

¹ Tidwell and Associates Survey Results. See Appendix A.

Teacher Turnover Rate by District report on the Center for Educator Recruitment, Retention, and Advancement (CERRA) website, in 2012-2013 BCSD 19 had a 12.1 percent turnover rate and in 2013-2014 a 14.6 percent turnover rate.²

Exhibit 4-4, below, provides a breakdown of the number of employees by category:

**EXHIBIT 4-4
BCSD 19 EMPLOYEE DISTRIBUTION
2014-15**

CATEGORY	NUMBER OF EMPLOYEES
Central Office	12
Teachers	64
School Staff	10
Secretaries/Clerks/Technicians	6
Food Service Workers	12
Transportation	7
Maintenance	7

Source: BCSD 19 School District Personnel Matrix, 2014-15.

The performance review team examined a wide variety of documentation including, but not limited to, online policies, staff training and development records, department financial data, employment contracts, departmental forms, informational brochures, and the district's Web site. In addition, interviews were conducted with various employees, principals and staff. The team also hosted a community open house for input and feedback. These activities provided insight into the operational routines of the district, and allowed the review team to make recommendations and note commendations regarding human resources practices and procedures.

District Comparisons

As part of this voluntary study, the Education Oversight Committee (EOC) and Tidwell and Associates, Inc. requested various data points for comparative purposes. Some of the comparative data used are extracted from the South Carolina Department of Education (SCDOE) website and district websites. For the purpose of comparison to BCSD 19, peer districts were selected based on comparable size and tier ranking and include Timmonsville-Florence 4, McCormick, Hampton 2, and Clarendon 1. **Exhibit 4-5** provides the number of students, number of schools in each district, and the dollars spent per pupil.

² South Carolina Teacher Turnover Rate 2012-2013 http://cerra.org/media/documents/2014/5/DistrictTurnover_1213.pdf and South Carolina Teacher Turnover Rate 2013-2014 http://cerra.org/media/documents/2015/1/Turnover_1314.pdf

**EXHIBIT 4-5
PEER DISTRICT SIZE COMPARISON
2013 SCHOOL YEAR**

DISTRICT	# OF STUDENTS	# OF SCHOOLS	PER PUPIL EXPENDITURES
BCSD 19	780	3	\$11,187
Timmonsville-Florence 4	743	3	\$8,128
McCormick	775	3	\$12,705
Hampton 2	915	3	\$13,560
Clarendon 1	774	4	\$13,461

Source: District Report Cards, Department of Education, 2013.

In addition, like BCSD 19, HR is administered by the superintendent in Florence 4 and Clarendon 1. However, according to district websites, in both McCormick and Hampton 2 there are two people designated to administer HR functions.

4.2 Organization, Policies, and Procedures

This section describes the organization and implementation of HR and personnel service at BCSD 19.

FINDING

The superintendent serves as the director of HR and there are no other specifically designated HR staff in the district office. The performance of other HR services, i.e. new employee orientation, benefits, and payroll, are shared within the district office between the finance director, benefits coordinator and accounts payable clerk. The district website advises candidates interested in a position at BCSD 19 to contact the benefits coordinator.

As the director of HR, the superintendent is responsible for recruiting, interviewing, and making recommendations to the board for hiring. The superintendent, in concert with the principals, is also responsible for handling complaints, grievances, and termination.

The process for hiring includes the following steps:

- The district advertises the position on the district website and on the Center for Educator Recruitment, Retention, and Advancement (CERRA) website, which is South Carolina’s one-stop-shop for teacher recruitment and retention.
- Candidates are then contacted by the benefits coordinator or assistant to the superintendent.
- The benefits coordinator compiles the applications.
- Teacher applications are sent directly to principals.
- District and non-instructional staff applications are sent directly to the superintendent.
- Principals and staff at the school interview candidates and then make a recommendation to the superintendent.
- The district runs background and credential checks.
- The superintendent also interviews the candidate.
- Recommendation is taken to the board for approval.
- If approved by board, an offer to the candidate is made.

BCSD 19 does not use any form of HR technology to manage applications.

FINDING

There are inadequate resources to administer transparent and efficient HR services at BCSD 19. Concentrating the responsibilities for HR at the superintendent level is not serving the district or its employees well.

During the community meeting, teachers and community members expressed concern about the lack of transparency and consistency in the hiring process – including recruitment, job posting, and the selection of a candidate. There was also a great deal of concern about the lack of clear guidelines and uniformity of administration in personnel practices, particularly in regards to discipline.

Furthermore, while we acknowledge that there are limited resources, the district needs to prioritize HR as a crucial element of its school improvement efforts. HR not only determines whether qualified teachers and leadership candidates are successfully recruited or if unqualified teachers and candidates should be passed over, but it also can ensure district stability and employee satisfaction by helping to maneuver the system.

TIER 1 RECOMMENDATION

Recommendation 4-1:

Share HR coordinator position with a neighboring school district.

The district should reach out to neighboring districts to share an HR coordinator. This person would provide additional help to the District's existing staff in overseeing and facilitating HR functions. Please see Chapter 2 for fiscal impact and implementation steps.

FINDING

Inadequate and poorly-implemented policies and procedures are a major hurdle for the management of BCSD 19.

Comprehensive personnel policies that clearly outline rules and expectations are an important element of any HR system. The lack of these policies and procedures can impede the function of the organization, create morale problems with employees, and engender a lack of confidence in leadership, which is particularly problematic in a small school district like BCSD 19.

There is no concise HR manual for new and existing employees and the implementation of existing policies is inconsistent. While there are school board policies governing HR online, our interviews determined that these policies are rarely referenced and even more infrequently followed by administrators, board members and teachers.

The survey results and community meeting also made clear that the lack of consistency in administrative decisions, particularly as it relates to personnel decisions, are an obstacle in the district. In the survey, one teacher stated, "Teacher morale is low due to administrative decisions that teachers are not aware of. When changes are made it is important to share

those changes with all staff.”³ This sentiment was echoed during the community meeting with regards to several personnel decisions that the district made – including the disciplining of a teacher and the removal of a principal. Of course, some personnel decisions legally cannot be made public. In addition, while the superintendent and the principals have the authority and obligation to make personnel decisions that best serve the district, having and following clear and consistent policies and procedures will help to increase transparency and trust in the system.

The exhibits below provide some best practices that can help guide the process of reviewing, drafting, and communicating policies and procedures. In addition, as will be discussed in Recommendation 4-3, many school districts keep hiring and application procedures for classified, certified, and administrative applications on the district website.

Exhibit 4-6 provides an example of standard contents of a *Human Resources Procedural Guidebook*.

**EXHIBIT 4-6
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:

1. A statement of welcome and an explanation of the handbook’s purposes
2. A brief history of the school division.
3. Organization charts.
4. A map showing the location of the schools.
5. An explanation of authority or reporting procedures.
6. A description of products and services.
7. General information on customers, facilities and services, and division activities in the community.
8. A division mission statement.
9. Policy statements on equal employment opportunity, affirmative action, drug-free workplace, ethics, employee bullying, sexual harassment, and union representation.
10. Information on internal and external recruitment and selection, including job posting policies, promotion and transfer policies, separation and rehire policies, and opportunities for training, career counseling, and professional development.
11. Guides For Discipline and/or Termination
12. Steps In Complaint Resolution
13. Basic compensation and benefits information, including employment classifications, work hours, pay procedures and schedules, overtime pay, holidays, vacations, bereavement, jury and witness duty, sick leave, and other leaves of absence.
14. Information on the Family Medical Leave Act (FMLA)
15. Summary descriptions of fringe benefits such as health and life insurance, tuition reimbursement, pensions, employee assistance programs, and work/life.
16. Emergency information, including numbers to call in case of a fire, an accident on the job, or unforeseen disasters.

³ Tidwell and Associates Survey Results, see Appendix 1.

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|---|
| <ul style="list-style-type: none"> 17. General rules of workplace conduct – for example, smoking, dress and grooming, or absenteeism and tardiness – and methods of addressing complaints and resolving disciplinary problems. 18. Information on maintaining personnel files and the handling of confidential information 19. Brief explanations of procedures for purchasing equipment, arranging travel, or receiving expense reimbursements. 20. Reporting Suspected Child Abuse 21. An acknowledgement of receipt form. 22. An alphabetized topic index. |
|---|

Source: Tidwell and Associates, American Association of School Personnel Administrators, 2012 and Absolute Human Resource Solutions Web site, 2005.

TIER 1 RECOMMENDATION

Recommendation 4-2:

Create HR manual with policies and procedures that are consistently implemented throughout the district.

BCSD 19 needs clear policies and procedures in order to provide consistent, transparent and efficient services to teachers, principals and community members. The district needs to provide easy access to these policies and procedures, provide regular communication across the district, and ensure consistent implementation.

Ultimately, the most important thing is to be consistent. Without consistency, people do not trust the process. Creating and distributing policies, procedures and guidelines will help to make sure everyone is on the same page.

FISCAL IMPACT

This recommendation can be implemented without additional resources; however, it is estimated that it will take approximately 20 hours of time to complete this task.

IMPLEMENTATION PLAN

- | |
|--|
| 1. The superintendent and shared HR coordinator should identify all existing written processes. |
| 2. The superintendent and shared HR coordinator should review all written processes to ensure that they clearly represent how things are done. |
| 3. The superintendent and shared HR coordinator should identify any missing documented processes. |
| 4. The superintendent and shared HR coordinator should write all processes and procedures into a consistent format. |
| 5. The superintendent and shared HR coordinator should seek necessary approvals from the board. |
| 6. The director of technology should upload the new procedure handbook online. |

TIER 2 RECOMMENDATION

Recommendation 4-3:

Make new and updated HR policies and procedures readily available on district website.

In line with Recommendation 4-2, in addition to creating and updated HR policies and procedures, the district also needs to make these documents easily accessible. The new information should be posted to the district website and the location should be communicated directly to all staff, teachers, administrators and board members.

FISCAL IMPACT

There is no fiscal impact for implementing this recommendation. It should take less than an hour to upload any new documents to the website.

IMPLEMENTATION PLAN

1. The director of technology should post new and updated policies and procedures to district website.
2. The superintendent and principals should notify staff, teachers, administrators and board members of the location and uploaded information.

4.3 Compensation and Budgeting

FINDING

BCSD 19 does not have a personnel budget. The district needs to complete an assessment of existing wages in order to create and update pay schedules for all positions.

There appears to be growing concern about the compensation at BCSD 19. During interviews and in conversations at the community meeting, teachers and community members voiced concern about discrepancies in compensation across the district.

One of the main components of employee morale and job satisfaction is having a compensation and pay plan that assures employees that they are being treated equitably in pay. In the absence of this information, employees often distrust leadership and claim hidden agendas and favoritism. This seems to be the perception at BCSD 19.

In 2008, the district did create pay schedules for the following positions, which were analyzed by the review team:

- Principal, updated and approved in 2014
- Teacher, updated and approved in 2014
- Secretary, updated and approved in 2012
- Paraprofessional/Media Specialist Assistant, approved in 2012
- Food Service, approved in 2012
- Nurse, approved in 2012
- Custodial staff, updated and approved in 2012
- Bus driver, which is based on SCDOE recommendations

However, there are a number of employee groups for which we did not see salary schedules, including:

- Director
- Coordinator
- Specialist
- Technology Position
- Supervisor
- Clerk

The existing salary schedules are not readily available to teachers, parents, or potential employees.

TIER 1 RECOMMENDATION

Recommendation 4-4:

Conduct a salary study, develop a salary schedule for all pay groups and rework the existing ones to ensure equity in compensation for employees in the same work group.

FISCAL IMPACT

This can be done internally, without a fiscal impact but could require between 20 and 40 hours of staff time per pay group. However, the district may want to consider soliciting outside assistance in assessing current salaries and in developing and updating salary schedules. For a district the size of BCSD 19, our team estimates a fiscal impact of approximately \$5,000.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Conduct salary study	(\$5,000)	\$0	\$0	\$0	\$0

IMPLEMENTATION PLAN

1. The superintendent and finance director should plan to spend some hours each month in an ongoing fashion reviewing all pay groups to develop a workable published schedule.
2. Once complete the superintendent and school leadership should notify all employees so that they feel well informed on the process and new information.
3. The superintendent and shared HR coordinator should ensure that the pay schedules are consistently applied across the board.

If a third party is solicited for the study, the implementation plan is:

1. The district would need to identify criteria for an outside entity to conduct the study and develop salary schedules, and select that entity.
2. The district would need to provide necessary information to the outside entity.
3. The district and board would approve recommended salary schedules.
4. The board and administrators would develop a communication plan to effectively communicate any changes to affected employees.
5. The district and board should then work to ensure that the pay schedules are consistently applied across the board.

FINDING

BCSD 19 currently provides annual end-of-year bonuses of \$100 to each district employee. This practice, while well intentioned, can actually be destructive to employee motivation and morale. Our interviews found that while the sentiment is appreciated in most cases, there is very little, if any, net gain for rewarding employees with a \$100 bonus. There was general agreement that the dollar amount was not worth the effort it took to administer the bonus.

TIER 1 RECOMMENDATION

Recommendation 4-5:

Eliminate annual bonuses for district staff.

FISCAL IMPACT

It costs the district approximately \$130 for every \$100 check an employee receives, when accounting for taxes and benefits. Based on previous years, the district will save an average of \$8,500 per year implementing this recommendation.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Stop annual bonuses	\$8,500	\$8,500	\$8,500	\$8,500	\$8,500

IMPLEMENTATION PLAN

1. Based on superintendent and board approval, the finance director should stop issuing annual end-of-year bonuses.

4.4 Personnel Files

FINDING

Storage of employees' personnel records does not consistently meet standards for storage and security.

In BCSD 19, official personnel records of active employees are stored in a legal-sized file cabinet within the finance office. The cabinet does not have a locking mechanism and is accessible when the office is open. The school board policy, *GBJ Personnel Records and Files*, does seek to address the confidentiality of personnel records but is silent with regard to physically ensuring the security and storage of personnel files.

Access to personnel records must be strictly controlled and monitored. Strong security measures are needed to protect the records against loss, damage and unauthorized access or alteration while in storage and during their use in the office.

Employees should be careful not to leave files unsecured. For example, a personnel file should be locked inside a desk or cabinet, rather than left on the desk, when a staff member goes to lunch.

TIER 1 RECOMMENDATION

Recommendation 4-6:

Place all personnel file folders in fireproof, waterproof cabinets that can be locked when not in use.

FISCAL IMPACT

The cost of a suitable file cabinet is approximately \$1,200.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Lock personnel files in a secure cabinet	(\$1,200)	\$0	\$0	\$0	\$0

IMPLEMENTATION PLAN

1. The accounts payable position should purchase a new file cabinet for personnel records.

4.5 Professional Development

School district leaders across the country are thinking about how to provide focused and systemic professional learning opportunities to support ongoing growth of all staff. In addition to instructional staff, districts are also developing more strategic and targeted long-term professional learning paths for non-instructional staff.

School districts recognize the vital role non-instructional personnel play in managing functions of schools, departments, and districts. A well trained and developed staff ensures the efficient running of projects, processes and services to administrators, teachers, parents, students and other support staff.

Broward County in Florida's Office of Talent Development, although much larger than BCSD 19, is a model for providing easy and clear professional development opportunities for non-instructional personnel. Its website offers links to other websites and training opportunities for educational support professionals, facilities servicepersons, food and nutrition services, non-instructional leadership development, office support personnel, physical plant operations, school police departments, technology systems and operations, transportation, technical support professionals, incentives, and resources.

FINDING

BCSD 19 district staff need additional training, expanded opportunities for professional development, and access to timely data.

District employees need professional development opportunities to stay current and to ensure compliance with state and federal laws. Professional development for BCSD 19 employees is particularly important in the areas of benefits and insurance, procurement and technology. During interviews, staff felt that their skills could be better honed and utilized with additional training and up-to-date information. This is particularly significant in the areas of compliance and reporting for Family Medical Leave Act (FMLA) and the Affordable Care Act (ACA).

As previously discussed, BCSD 19 does a good job with professional development for teachers; this recommendation is specific to support staff in the schools and at the district.

TIER 1 RECOMMENDATION

Recommendation 4-7:

Increase professional development opportunities for district staff.

As professional development is a priority for teachers, it also needs to be addressed at the district level. In a small rural district like BCSD 19, district staff need a wide variety of skills to ensure that timely and efficient services are delivered to schools, teachers and students. While some efforts are being made on a case by case basis, we recommend that the district work with surrounding districts to provide additional support to support staff on best practices, current trends and compliance requirements.

For example, like Commendation 4-B below, district staff are working with Barnwell 45 to ensure compliance with the Affordable Care Act but this should be expanded to include other areas; particularly benefits management and technology.

FISCAL IMPACT

This can be done without additional funding resources. The best option for implementation is to work with surrounding districts, in similar fashion to the consortium for teacher professional development, which was previously discussed.

IMPLEMENTATION PLAN

1. Superintendent to contact surrounding districts to engage in process.
2. Each district staff to identify a counterpart in the designated district(s) to serve as a peer advisor.
3. Staff identify items they would like to discuss and areas for improvement.
4. Superintendent or designee develop a schedule or system to work with peer district– in the beginning this may require more frequent meetings or telephone calls but should then happen semi-annually or annually to maintain communication and relationship.

Commendation 4-B:

The district works with surrounding districts to ensure compliance and best practice implementation of the Affordable Care Act.

4.6 Job Descriptions

FINDING

District-level job descriptions have not been routinely reviewed, created when necessary, or updated. Existing job descriptions are not in a consistent format, information is erratic, and the write-ups are not easily accessible electronically.

Survey results also support this finding, with the administrators rating the accuracy of job descriptions lower than teachers. **Exhibit 4-7**, below, illustrates the fact that administrators feel less satisfied with their job description than teachers.

**EXHIBIT 4-7
BCSD 19 HUMAN RESOURCES SURVEY RESULTS
2015**

VARIABLE	TOTAL	TEACHER	ADMINISTRATOR
I have an accurate job description	3.62	3.69	3.25

Source: Tidwell and Associates Survey Results, LSD 4, 2015

Note: Items in this section are rated on a 5-pt scale, with higher values representing greater agreement with the presented statement. Items with an average score of “4” or greater are considered areas where the district is especially effective and efficient. Items with an average score less than “3” are considered areas for improvement.

The team reviewed the following job descriptions:

- 1) principal
- 2) assistant Principal
- 3) director of Special Services
- 4) director of Federal Programs
- 5) director of Technology
 - a. secretary (Technology and District) – reports to Director of Technology
 - b. network Administrator/Desktop Technician – reports to Director of Technology
 - c. data Manager Clerk
- 6) food Services Director
 - a. food Service Assistant
- 7) finance Director – reports to Superintendent
- 8) accounts Payable/Payroll Clerk – reports to Superintendent and Finance Director
- 9) transportation Supervisors
- 10) gifted and Talented Coordinator, ADEPT Coordinator, Safe and Drug Free School Coordinator, ESOL Coordinator, Homeless Liaison, School Improvement Council Liaison
- 11) building and Grounds Supervisor
 - a. custodian
- 12) benefits Coordinator-Workman’s Compensation Coordinator – Office Manager – Board Secretary - Title 1 Secretary – reports to superintendent and Title 1 coordinator
- 13) administrative Assistant to the superintendent
- 14) teacher Aide
- 15) curriculum Facilitator reports to superintendent
- 16) secretary
- 17) library aide

Existing job descriptions contain varying amounts of information and detail. All job descriptions should be updated to contain additional information including the date it was written, revised, or updated. For the district’s use, **Exhibit 4-8** provides a ten-point checklist for reviewing and updating job descriptions.

EXHIBIT 4-8
TEN-POINT CHECKLIST FOR REVIEWING AND UPDATING JOB DESCRIPTIONS

1. Does a job description exist for every position that you supervise?
2. Do you regularly review job descriptions and update them to reflect changes in employee responsibility?
3. Do you provide employees with written copies of their job descriptions?

For each position, ask the following questions about the job description:

4. Is the job title accurate?
5. Does the job title still reflect the position's responsibilities?
6. Are job titles consistent throughout the organization?
7. Does the job description include appropriate qualifications for the position?
8. Does the job description accurately reflect the requirements of the job?
9. Are job functions and performance standards presented in clear, easily understood terms?
10. Are job descriptions free of reference to age, race, gender, religion, disability, or any other "protected" characteristic?

Source: Business Management Daily, 2011.

TIER 2 RECOMMENDATION

Recommendation 4-8:

Create and maintain job descriptions for all district staff online and systematically review and update.

Well-written and maintained job descriptions are vital in the hiring and retraining of a qualified and competent staff. An effective job description allows jobs standards and the assignment of pay grades to be set more easily. Well-developed job descriptions can also serve as a basis for annual performance evaluations and are becoming increasingly important in defending against workers' compensation claims and civil lawsuits. Job descriptions should be created and written for any position that does not currently have one.

All job descriptions should be dated. The dates on each job description page should reflect when the job description is developed, reviewed, edited, revised or deleted. Each employee should be provided with a copy of his/her current job description, either electronically or in hard copy.

After all job descriptions are created, reviewed and updated, job descriptions should be reviewed during each annual performance review to confirm that it still accurately reflects the expectations of the position. Maintaining updated job descriptions should provide an effective tool for communicating expectations to current and prospective employees.

All BCSD 19 job descriptions should be updated to include the following information:

- pay grade;
- job classification;
- physical requirements of the position as related to the Americans with Disabilities Act (ADA);

- date (developed or revised);
- immediate supervisor or to whom the position reports;
- board action, if any; and
- approved by whom.

Exhibit 4-9 provides sample job description categories for a modern and thorough job description:

**EXHIBIT 4-9
SAMPLE SCHOOL DIVISION
JOB DESCRIPTION EXAMPLE
2015**

Job Title: Division: Job Classification: Pay Grade/Step: Reports to:	Prepared/Revised Date: Approved By: Approved Date: Board Action Required: Y/N
General Statement of Job: Essential Duties and Responsibilities: (Other duties may be assigned) Supervisory Responsibilities: Qualifications: Examples of Work: Required Knowledge, Skills, Abilities: Certificates, Licenses, Registrations: Other Desirable Qualifications: Physical Demands: Work Environment: Terms of Employment: Evaluation Criteria:	

Source: Tidwell and Associates, 2015.

FISCAL IMPACT:

This recommendation can be implemented without additional resources; however, it is estimated that it will take approximately 10-15 hours of work to update all existing job descriptions and to create any new descriptions. A schedule should then be implemented to allow the district to review and update recommendations.

IMPLEMENTATION PLAN

1. The assistant to the superintendent should identify existing and missing job descriptions based on the district's organizational chart.
2. The manager and employee should draft missing job descriptions.
3. The manager and employee should update all existing job descriptions to reflect existing duties with additional information.
4. The assistant to the superintendent should complete all updates before new or updated job descriptions are made public to avoid any confusion.
5. The assistant to the superintendent should double check consistency of information and format.
6. The superintendent should review all job descriptions.
7. If necessary, request board approval.
**To maintain up-to-date job descriptions, supervisors should review job descriptions with employees during annual performance evaluation.

4.7 Turnover and Teacher Retention

The cost of teacher turnover is substantial. A district experiences teacher turnover costs at two levels: 1) the central office expends resources when recruiting, hiring, processing, and training teachers; and 2) schools incur costs to interview, hire, process, orient, and develop new teachers.

Retention is rarely about salary. Studies have found that teachers leave when they encounter environments that lack essential professional supports – for example, support from school leadership, organizational structures and workforce conditions that convey respect and value for them, and induction and mentoring programs for new and experienced teachers.⁴

According to the National Commission on Teaching and America's Future turnover calculator, the average cost for each lost BCSD 19 teacher is \$43,750, which includes the cost of recruiting, hiring, processing, and training a new teacher.⁵ The cost of principal turnover is even higher, not only monetarily but also for student achievement. According to the School Leaders Network, principal turnover costs approximately \$75,000.00 to recruit and train a new principal. In addition, studies show that both math and English test scores drop when a principal leaves and that it takes up to three to five years for the next principal to really be able to show gains.

In BCSD 19, turnover is particularly problematic because of its rural location and the difficulty it faces in finding highly qualified replacements. In BCSD 19, the average annual turnover rate is 6 percent. The district has had four principals and four administrative secretaries in four years.

Of course, some of the dynamics of retention cannot be controlled, for example, family moves, birth of children, or retirement. Nonetheless, investing in resources that effectively address the reasons for teacher attrition increases the likelihood that a high quality teacher who increases student achievement will stay.

⁴ http://www.wested.org/online_pubs/li-05-01.pdf

⁵ <http://nctaf.org/teacher-turnover-cost-calculator/district-costs-of-teacher-turnover-2/>

TIER 1 RECOMMENDATION

Recommendation 4-9:

Conduct more thorough exit interviews and work to reduce the turnover rates in the district.

The district must prioritize retention and ensure that it is keeping its best performers. Additional steps can be taken to help employees feel satisfied and supported in their work. It will take effort from the superintendent and the board to provide such support to the district's principals and teachers, but the investment will save the district time and money and will help to improve student achievement.

The first step will be to understand why teachers are leaving and where they go. More thorough exit interviews and data collection will help BCSD 19 determine how better to retain its teachers.

Second, the district will need to develop a plan of action, in particular for principals. The district should continue to invest in leadership development beyond pipeline investments, for example, by helping principals to engage in authentic peer networks where principals can learn from other principals and by providing meaningful one-to-one coaching support to principals.

For teachers, administrative support and school management are integral to retaining high quality teachers. Principals at BCSD 19 schools should be supported by board members, the community and the superintendent to maintain safe, secure, and orderly campuses. In addition, according to the Philadelphia Education Fund study, schools that had a low teacher turnover had principals who demonstrated the following skills and management styles:

- *Implementing a strong induction program that reflected the principal's personal involvement in meeting with new teachers, having her/his office open for conversations, assigning new teachers classroom rosters that were not heavily weighted with challenging students, and providing mentors early in the school year;*
- *Overseeing a safe and orderly school environment with active support for teachers on disciplinary issues;*
- *Maintaining a welcoming and respectful administrative approach toward all staff, the children, their parents and school visitors;*
- *Developing the leadership skills of school staff; and*
- *Providing materials and supplies to all teachers in a consistent, timely and inclusive manner.*

The district and school board members should support principals to address these retention efforts.

FISCAL IMPACT

Reducing the district's turnover rate will generate considerable savings for the district. Using the 14.6 percent turnover rate or approximately 16.5 teachers per year from the 2013-2014 South Carolina Turnover Rate by District report, we estimate that turnover costs the district approximately \$278,200 per year and that by reducing turnover by 30 percent for years 1-3 and then maintaining a natural level of attrition would save the district \$83,460 in year one and \$262,485 over a five-year period. These costs were estimated using the National Commission

on Teaching and America's Future online turnover calculator⁶. Eliminating the principal turnover adds an estimated \$75,000 in annual savings, when using the School Leaders Network's cost estimate for principal turnover, which would total \$375,000 over a five-year period. Together the district would realize approximately \$637,485 in cost savings over a five-year period.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Reduce turnover rate for teachers	\$83,460	\$56,265	\$40,920	\$40,920	\$40,920
Reduce turnover rate for principals	\$75,000	\$75,000	\$75,000	\$75,000	\$75,000
Total	\$158,460	\$131,265	\$115,920	\$115,920	\$115,920

IMPLEMENTATION PLAN

1. The superintendent and/or the shared HR coordinator should conduct thorough exit interviews.
2. The superintendent and principals should consider administering an anonymous employee satisfaction survey.
3. The superintendent and principals should develop a public plan to address employee retention.
4. The superintendent and principals should implement the employee retention plan.
5. The superintendent and principals should evaluate the program's effectiveness annually.

⁶ <http://nctaf.org/teacher-turnover-cost-calculator/the-cost-of-teacher-turnover-study-and-cost-calculator/>

5.0 FACILITY USE AND ENERGY MANAGEMENT

This chapter presents the results of the review of facility use and energy management functions in Barnwell County School District 19 (BCSD 19). The major sections in this chapter are:

- 5.1 Introduction, Methodology, and Peer Comparisons
- 5.2 Organization, Policies, and Procedures
- 5.3 Planning
- 5.4 Capital Construction Program
- 5.5 Maintenance
- 5.6 Custodial Services
- 5.7 Energy Management

CHAPTER SUMMARY

This chapter contains the following commendations:

- BCSD 19 is commended for its preservation and utilization of the historic school in Blackville as its administration building. (Page 5-13)
- The district employs a skilled and committed maintenance and grounds supervisor who goes above and beyond the call of duty to get his job done. (Page 5-23)
- The district is commended for having a facilities maintenance plan and for expediting some of the much needed repairs. (Page 5-36)
- The district constructed fencing on the north and south entrances to the playground to obstruct the vehicular shortcut and eliminate the safety hazard for the children. (Page 5-42)

Each of the chapter's recommendations is labeled Tier 1, Tier 2, or Tier 3. This refers to our team's suggested level of importance in the urgency of the implementation of the recommendation. Below is a guideline on the various three tiers.

Tier 1: Greatest Impact: The district should implement these recommendations immediately to take maximum advantage of their opportunities.

Tier 2: Moderate Impact: The district should implement these recommendations as soon as practical to improve the efficiency and effectiveness of operations.

Tier 3: Minimal Impact: The district should implement these recommendations when time and funds are available as best suits the needs of the district.

This chapter contains the following recommendations for facilities use and energy management:

- Create a facilities director position. Tier 1 (Page 5-7)
- Develop a five-year master plan. Tier 1 (Page 5-13)
- Prepare current and projected enrollment capacity and utilization rates by school and grade-levels annually. Tier 1 (Page 5-17)
- Complete development of a capital construction plan. Tier 1 (Page 5-19)
- Develop and implement an adequate security system for all schools starting with rekeying door locks and issuing student IDs. Tier 1 (Page 5-39)

- Immediately inspect all district facilities for suspected mold, repair the cause and replace or clean the affected area(s). Tier 1 (Page 5-44)
- Create three full-time custodian positions. Tier 2 (Page 5-47)
- Establish an effective energy management program. Tier 2 (Page 5-52)

Survey Results Related to Facility Use and Energy Management

Tidwell and Associates, Inc. conducted a staff and district office survey. Complete results for this section can be found in **Appendix 1**. Please note that M stands for mean/average. Highlights related to facilities include the following:

Complete results for this section are shown in **Exhibit 5-1**. Highlights include:

- Administrators (M=4.00) expressed greater agreement that the district has a long-range plan to address facility needs in comparison with teachers (M=2.97).
- Overall, respondents were satisfied with the number of portable buildings in the district (M=4.28).
- However, respondents disagreed that repairs are made in a timely manner (M=2.58).
- Respondents also felt that there are facility and equipment concerns throughout schools (M=1.82) suggesting that this is an area for improvement.
- Other areas for improvement include:
 - The district's facilities are secure from unwanted visitors, with an overall rating less than 3 (M=2.47).
 - Safety hazards do not exist on school grounds (M=2.56).
 - The district has a process for involving administrators, teachers, and support staff in planning new facilities (M=2.69).

Suggestions for Improvement

Teachers also suggested that the district hire more staff. This included teachers, custodial staff, and teaching support staff. Another noted, "If more custodial people were hired, the school would be more attractive and cleaner."

Teachers also requested improved maintenance. For example, one teacher commented, "Have cleaner facilities, repairs done in a timely manner." Another requested that the district, "Make repairs in a timely manner. Some teachers have broken locks or locks that are about to break. This can be a very serious issue where safety is concerned."

Respondents were asked to rate the overall operation of the school district on a 4-point scale. The average responses were 1.47 for teachers and 1.38 for administrators. These findings suggest that overall respondents felt that the facilities use and energy management operation of the school district could be improved.

When asked to indicate how the operational efficiency of the school could be improved, respondents identified the following areas:

- 18 (30.5%) identified improving energy management operations
- 13 (22.0%) identified outsourcing some functions
- 2 (3.3%) identified reducing the number of facilities

**EXHIBIT 5-1
BCSD 19 FACILITIES AND USE MANAGEMENT**

VARIABLE	TOTAL	TEACHER	ADMINISTRATOR
The district has a long-range plan to address facility needs	3.14	2.97	4.00
The district has too many portable buildings ^a	4.28	4.27	4.50
The district's facilities are well-maintained	2.57	2.53	3.00
Our schools have sufficient space and facilities to support the instructional program	3.53	3.40	4.13
Repairs are made in a timely manner	2.58	2.55	2.88
The construction managers are selected objectively	2.88	2.83	3.00
The district's facilities are kept clean	3.26	3.23	3.25
The district has an energy management program in place to minimize energy consumption	3.14	3.11	3.17
There are facility and/or equipment concerns throughout the schools ^a	1.82	1.83	1.75
The district's facilities are secure from unwanted visitors	2.47	2.42	2.38
I know what to do during a crisis or an emergency	3.66	3.63	3.75
Safety hazards do not exist on school grounds	2.56	2.57	2.63
There is a process in place for community use of a facility space and it is applied equally to all users	3.56	3.51	4.00
The district has a process for involving administrators, teachers and support staff in planning new facilities	2.69	2.75	2.86

Source: Tidwell & Associates, Inc., Survey results, 2015.

Note: Items in this section are rated on a 5-point scale, with higher values representing greater agreement with the presented statement. Items with an average score of "4" or greater are considered areas where the district is especially effective and efficient. Items with an average score less than "3" are considered areas for improvement.

^aItems reverse scored so that higher values reflect greater perceptions of efficiency and effectiveness

FISCAL IMPACT OF RECOMMENDATIONS

Exhibit 5-2 provides a summary of the estimated costs and savings associated with the recommendations contained in this chapter. As shown, the five-year cost is estimated to be \$443,000. The facilities team believes there are opportunities for the district to save in the area of facilities and energy management that could not be quantified for this report. The energy conservation measures cannot be determined without conducting an energy audit and consequently following up on the energy conservation measures identified.

**EXHIBIT 5-2
FISCAL IMPACT OF CHAPTER 5
FACILITY USE AND ENERGY MANAGEMENT COSTS AND SAVINGS**

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Develop and implement a security system for all schools starting with rekeying door locks and issuing student ID's	(\$12,000)	(\$500)	(\$500)	(\$500)	(\$500)
Create three full-time custodian positions	(\$46,080)	(\$46,080)	(\$46,080)	(\$46,080)	(\$46,080)
Create a facilities director position	(\$45,000)	(\$45,000)	(\$45,000)	(\$45,000)	(\$45,000)
Establish an effective energy management program	(\$12,800)	\$9,800	\$9,800	\$9,800	\$9,800
Total Costs	(\$115,880)	(\$91,580)	(\$91,580)	(\$91,580)	(\$91,580)
Total Savings	\$0	\$9,800	\$9,800	\$9,800	\$9,800
NET FISCAL IMPACT	(\$115,880)	(\$81,780)	(\$81,780)	(\$81,780)	(\$81,780)

5.1 Introduction, Methodology, and Peer District Comparisons

The superintendent at BCSD 19 has many responsibilities related to facilities including, but not limited to:

- Staff assignments, employee hires and dismissals
- Planning, capital construction program, preventive maintenance, routine maintenance, custodial services, energy management, transportation and food services
- Management of the district's real property and facilities
- Compliance with state laws and federal laws, including regulations related to dozens of categorical programs such as:
 - Federal Code Compliance and regulations
 - Daily, weekly, monthly and yearly inspections
 - Management of renovations and alterations
 - Complying with Office of State Superintendent regulations, for example, International Building Code, National Fire Protection Association, Labor, Licensing and Regulation, Department of Health and Environmental Control
 - Local jurisdictions regulations such as Zoning and National Fire Protection Association
 - Federal health, workplace, environmental regulations to include Asbestos Hazard Emergency Response Act, Occupational Safety and Health Administration, and Environmental Protection Administration

Based on similar criteria, peer districts for this study were selected and include Timmonsville-Florence 4, McCormick, Hampton 2, and Clarendon 1. As part of this voluntary study, the Education Oversight Committee (EOC) and Tidwell and Associates, Inc. requested various data points for comparative purposes. This chapter will incorporate any peer data shared with our team by each of the peer districts.

BCSD 19 has a current enrollment of 744 students with a current facility utilization rate of 85 percent of the elementary school, 76 percent of the junior high school and 75 percent of the

high school. BCSD 19 is projecting a reduction in student enrollment at five percent per year through 2020. This would result in a projected utilization rate of 66 percent in the elementary school, 58 percent at the junior high school and 58 percent at the high school.

BCSD 19 is the largest employer in Blackville. The maintenance department maintains three schools plus the country club facility, IT facility, district office, stadium, track and ball fields. (The country club building and grounds were donated to the school district by a private businessman.)

BSCD 19's school improvement building program is supported by the following survey responses related to facility use and energy management.

Facilities and Use Management

Complete results for this section can be found in **Appendix 1**. Highlights include:

- Administrators (M=4.00) expressed greater agreement that the district has a long-range plan to address facility needs in comparison with teachers (M=2.97). (M = mean/average)

The primary methodologies used to review the facilities department organization and management practices included:

- Interviews with key district-level positions;
- A community open house;
- An analysis of state and district data and documents including, but not limited to, policies and procedures, maintenance contract documents, organizational chart, master energy plan and five-year master plan;
- Survey results; and
- A review of peer district comparison data (where available).

Exhibit 5-3 shows the positions and persons interviewed during the onsite review.

**EXHIBIT 5-3
BARNWELL 19 INTERVIEWEES**

TITLE	NAME
Finance Director	Rebecca Grubbs
Board Chair	Inell Waring
Superintendent	Dr. Theresa Pope
Accounts Payable Payroll Clerk	Trudy Lott
Guidance Counselor	Lelie Bright
Principal MES	Dr. Carolyn Anderson
Maintenance and Grounds Supervisor	Marvin Allen
Technology Director	Daphne Wood
Technology Secretary	Wanda Lott

Source: Tidwell & Associates, Inc., 2015.

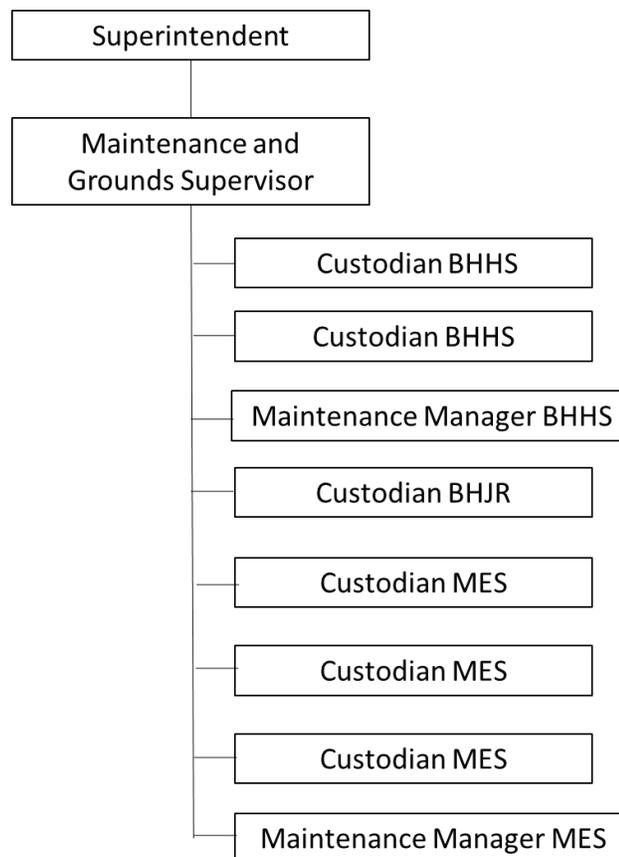
5.2 Organization, Policies, and Procedures

The organizational structure for facility use and energy management functions can support or inhibit an effective operation. The structure should delineate clear lines of communication and areas of responsibility.

The facility use and energy management functions for a larger school with a substantial program of new construction are typically organized with two sides. One side contains the maintenance and facilities functions, while the other side contains the design and construction functions. Planning functions may or may not be included in the design and construction side since planning activities are often focused on staffing needs in addition to student demographic projections. Smaller districts or districts without a substantial new construction program typically combine these functions in one organizational unit. This latter point applies to the BCSD 19 school district.

Exhibit 5-4 shows the organizational structure for the facility use and energy management functions.

**EXHIBIT 5-4
BCSD 19 ORGANIZATIONAL CHART FOR
FACILITY USE AND ENERGY MANAGEMENT FUNCTIONS
2014-15 SCHOOL YEAR**



Source: BSCD 19 Organizational Chart Based On Information from BCSD 19, 2015.

FINDING

The district does not have a facilities director.

BCSD 19 is unique among peer districts providing data in that the superintendent maintains direct responsibility for many of the facility management functions rather than delegating the responsibility to a facilities director position.

The superintendent maintains direct responsibility for the following:

- Planning, capital construction program, preventive maintenance, routine maintenance, custodial services, energy management, transportation and food services
- Management of the district's real property and facilities
- Compliance with state laws and federal laws, including regulations related to dozens of categorical programs such as:
 - Federal Code Compliance and regulations
 - Daily, weekly, monthly and yearly inspections
 - Management of renovations and alterations
 - Complying with Office of State Superintendent regulations, for example, International Building Code, National Fire Protection Association, Labor, Licensing and Regulation, Department of Health and Environmental Control
 - Local jurisdictions regulations such as Zoning and National Fire Protection Association
 - Federal health, workplace, environmental regulations to include Asbestos Hazard Emergency Response Act, Occupational Safety and Health Administration, and Environmental Protection Administration

The district has recently hired a skilled maintenance and grounds supervisor who reports directly to the superintendent. According to the job description, this position is responsible for the following:

- preventive maintenance, routine maintenance;
- custodial services;
- energy management;
- custodial staff assignments, employee hires and dismissals; and
- management of renovations and alterations.

This position, however, has little authority for planning, budgeting and setting priorities. The position does identify and enable some solutions, taking them to the superintendent for review and approval prior to expenditures being made.

TIER 1 RECOMMENDATION

Recommendation 5-1:

Create a facilities director position.

Implementing this recommendation should result in assigning direct decision-making responsibility for all facilities and energy management functions.

In order to find an effective means of responding to and managing the backlog of facilities issues, a great deal of time and focus is required by an individual with competence in the field.

There are significant issues to be addressed to create and maintain a healthy, safe and secure environment for the district's students and faculty. This is due to the large amount of deferred maintenance that has accumulated over the past several years. Because of this set of circumstances, an individual with experience, knowledge and expertise is required to develop a plan to meet these needs.

In addition, there are savings to be found in energy usage. The SC Energy Office has asked all public school districts to achieve a 20 percent savings in energy costs by the year 2020. A properly focused facilities director who has responsibility for energy management will be able to take appropriate actions to achieve these savings for the district.

IMPLEMENTATION PLAN

1. The superintendent should recommend to the board the addition of a facilities director position.
2. The board should review and approve the requested action.
3. The superintendent should cause a facilities director to be employed.
4. The superintendent should task the approved facilities director with all facility and energy management responsibilities.

FISCAL IMPACT

The recommended salary includes benefits.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Create a facilities director position	(\$45,000)	(\$45,000)	(\$45,000)	(\$45,000)	(\$45,000)

5.3 Planning

Planning services include those activities that are necessary prior to starting the actual design of a school facility. These services include demographic and attendance zone studies, capacity and utilization analysis, land acquisition, and school site permitting.

Accurate enrollment projections are a critical planning tool for school districts. In the short-term, BCSD 19 must be able to plan for teacher staffing levels and facility usage. In the long-term, the school district must have accurate enrollment projections in order to maintain and manage the existing facilities, and decide whether a new facility is required under the circumstances.

Effective school facility planning requires the development of standards and guidelines that detail the number and types of spaces that will be included in a school. These standards and guidelines should be developed with the goal of providing a safe and secure environment that enhances the educational experience of the student. In addition, districts need to establish the standards for measuring the capacity of a school. By comparing the capacities of the facilities with current and projected enrollments, districts can project the space it needs.

A comprehensive five-year master plan is the cornerstone to a well-managed educational facilities program and is considered a best practice.

District responsibilities include the following:

- procurement of design, construction and inspection services in accordance with its internal regulations;
- review and approval of program, budget, schedule, plans and specifications to ensure the project meets the design and programmatic intent established by the district;
- coordination of work contracted directly with district such as furniture, road improvements, utility relocation, IT, telephone and security systems. All work contracted by the district must meet the requirements established by the guide and may require review and approval by the Office of School Facilities;
- application for and cost of permits as required by state and federal laws and regulations;
- ensuring that all asbestos and hazardous material testing is performed and abatement is completed prior to the start of any work;
- establishing requirements for record documents, operation and maintenance manuals and training at the completion of a project and ensuring that the design professional includes those requirements in the contract documents; and
- operational plans to be utilized such as fire safety and evacuation, full and modified lockdown and shelter in place. The plans should cover both hazardous weather as well as situations concerning safety and security.

In this chapter, recommendations are made to develop a five-year master plan, a capital construction plan, and a maintenance plan. These recommendations are discussed in 5.3: Planning; 5.4: Capital Construction; and 5.5: Maintenance.

Exhibit 5-5 shows aerial and other photographs providing descriptions of district facilities and other functions/activities for which the district has some responsibility.

**EXHIBIT 5-5
BCSD 19 BUILDINGS**

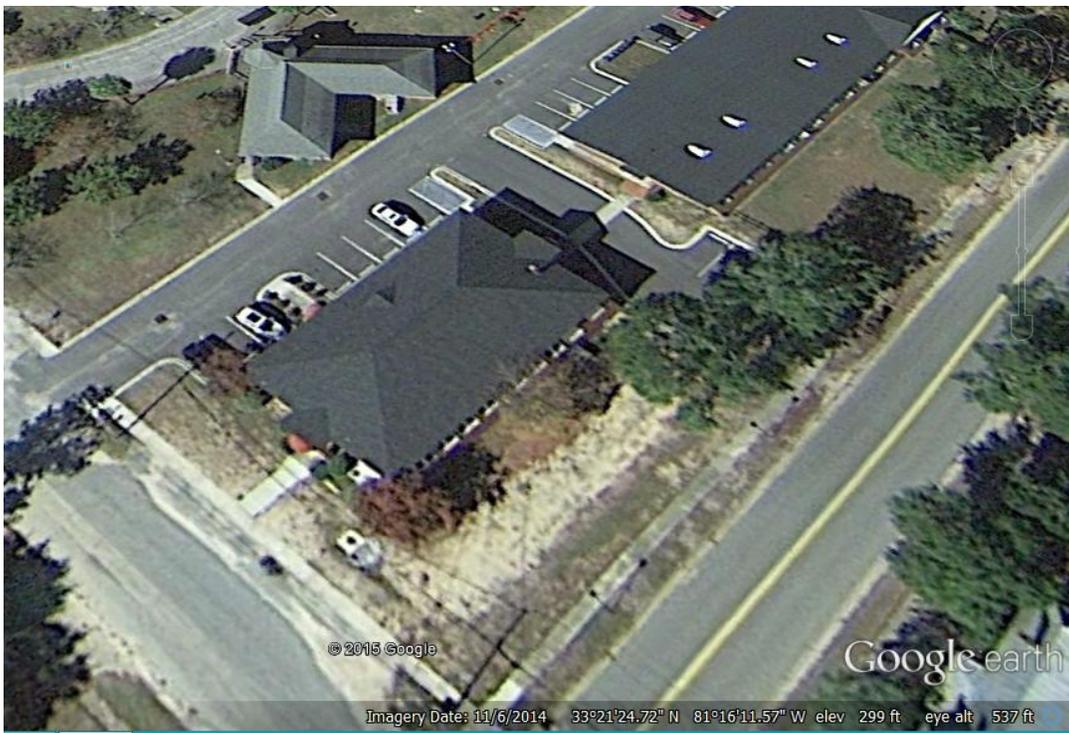
The following images are BCSD 19 district schools and property as of 11-6-2014. The source for all photos is BCSD, 2014



The country club, which is ~90 acres and includes a 9-hole golf course, was donated to the district. Senior citizens use the club house but pay the utilities; the district maintains the facility.



The district office is the original 1924 schoolhouse converted for offices.



The district owns the library and municipal building, which houses the police station and city offices. The city also uses the high school stadium and the district pays for the cost of lighting on those occasions.



Blackville-Hilda High School



FINDING

Barnwell 19 saved its most historic school in Blackville, and restored it for use as the administration building.

The district office building is a converted 1920's school facility. The saving of this historic building with its beautiful wood and 1920's design contributes to the preservation of a significant part of the community.

COMMENDATION 5-A:

Barnwell 19 is commended for its preservation and utilization of the historic school in Blackville as its administration building.

FINDING

The district does not have a five-year master plan.

Proper planning of school facilities is critical for a school district regardless of the enrollment or number of facilities. When school districts properly plan for their school facilities they have better schools, more public use and higher value for public spending.

A comprehensive five-year master plan is the cornerstone to a well-managed educational facilities program and is considered a best practice. Without a five-year master plan BCSD 19's key stakeholders (parents, students, staff and the community) cannot know or understand the needs of the district. With a master plan, everyone can be focused on working towards the same vision, trying to reach the same goals, and building commitment to the school district.

TIER 1 RECOMMENDATION

Recommendation 5-2:

Develop a five-year master plan.

Implementing this recommendation should result in the development of a five-year master plan that includes facilities, capital construction and maintenance planning.

Effective school facility planning requires the development of standards and guidelines that detail the number and types of spaces that will be included in a school. These standards and guidelines should be developed with the goal of providing a safe and secure environment that enhances the educational experience of the student. In addition, BCSD 19 needs to establish a process for measuring the capacity, utilization rate and maintenance requirements of the district schools. By comparing the utilization rate of the facilities with current and projected enrollments, and the deferred maintenance requirements, BCSD 19 can project the space it needs.

Accurate enrollment projections are a critical planning tool for BCSD 19. In the short-term, BCSD 19 must be able to plan for teacher staffing levels, facility usage and maintenance requirements. In the long-term, the school district must have accurate enrollment projections in order to decide whether a new facility is required.

The analysis required for the five-year master planning process should yield a much lower life cycle cost for school buildings that the board and the superintendent determine are appropriate for renovation and long-term usage.

This finding and recommendation must be considered in conjunction with the capital construction and maintenance planning sections which are integral components of the five-year master plan.

IMPLEMENTATION PLAN

1. The superintendent should establish a process that engages all relevant personnel in the development of a five-year master plan, including principals, faculty, maintenance personnel, and other areas of expertise.
2. The superintendent should direct the recommended facilities director to coordinate the process, compile the information and develop the five-year master plan.
3. The superintendent should review the five-year master plan, consult and modify it as needed, and present it to the board.
4. The board should take action to approve and fund the five-year master plan.

FISCAL IMPACT

The master plan can be developed at no additional cost to the district other than the time committed by district personnel.

FINDING

The district does not calculate current and projected enrollment capacity and utilization rates by school or grade levels.

Based on information provided by the district, BCSD 19 estimates a five percent decline in enrollment for each of the next five years based on the previous five-year trend.

The best practice for schools is to maintain an overall utilization rate of 85 percent to 95 percent. This level of utilization ensures that resources are not wasted and still gives the school system some flexibility to handle enrollment fluctuations. The current average gross capacity number based on the **Exhibit 5-6** figures is 81 percent and is trending down over the next five years to a projected 62 percent.

The next three exhibits have been prepared by the efficiency study facilities' consultants based on existing enrollment trends provided by the district.

Exhibit 5-6 presents the actual enrollments for the school system. Currently projected enrollment is not calculated school-by-school. Rather, the district expects a five percent decline in enrollment for each of the next five years based on the previous five year trend across all schools.

**EXHIBIT 5-6
BARNWELL 19 SCHOOL DISTRICT
ANNUAL ENROLLMENT FOR 2009-15**

SCHOOLS	
SCHOOL YEAR	ACTUAL ENROLLMENT
Macedonia Elementary School	
2009 - 2010	472
2010 - 2011	479
2011 - 2012	464
2012 - 2013	467
2013 - 2014	442
2014 - Current	424
Blackville-Hilda Junior High	
2009 - 2010	109
2010 - 2011	113
2011 - 2012	116
2012 - 2013	112
2013 - 2014	107
2014 - Current	118
Blackville-Hilda High School	
2009 - 2010	254
2010 - 2011	240
2011 - 2012	226
2012 - 2013	217
2013 - 2014	218
2014 - Current	202
TOTAL	744

Source: Prepared by the facilities team with data from BCSD 19, 2015.

Exhibit 5-7 shows actual enrollment and projected enrollment for the next five years.

**EXHIBIT 5-7
BARNWELL 19 SCHOOL DISTRICT
ANNUAL ENROLLMENT PROJECTIONS FOR
2015-2020 SCHOOL YEARS**

SCHOOLS		
SCHOOL YEAR	ACTUAL ENROLLMENT	PROJECTED ENROLLMENT
Macedonia Elementary School		
2014 - Current	424	424
2015 - 2016		403
2016 - 2017		383
2017 - 2018		364
2018 - 2019		345
2019 - 2020		328
Blackville-Hilda Junior High		
2014 - Current	118	118
2015 - 2016		112
2016 - 2017		106
2017 - 2018		101
2018 - 2019		96
2019 - 2020		91
Blackville-Hilda High School		
2014 - Current	202	202
2015 - 2016		192
2016 - 2017		182
2017 - 2018		173
2018 - 2019		165
2019 - 2020		156
TOTAL		575

Source: Prepared by the facilities team with data from BCSD 19. 2015.

Exhibit 5-8 shows square footage, rated capacity, current enrollment and utilization rates.

**EXHIBIT 5-8
BCSD 19 ENROLLMENT CAPACITY AND UTILIZATION RATES
2015 – 2020**

SCHOOL	TOTAL SQUARE FOOTAGE	CAPACITY	2015 CURRENT ENROLLMENT	CURRENT UTILIZATION	2020 PROJECTED ENROLLMENT	PROJECTED UTILIZATION
K5/PRIMARY/ELEMENTARY SCHOOLS						
Macedonia Elementary School	62,141	497	424	85%	328	66%
Sub Total	62,141		424		328	
JR. HIGH/MIDDLE SCHOOLS						
Blackville-Hilda Junior High School	47,101	156	118	76%	91	58%
Sub Total	47,101		118		91	
HIGH SCHOOLS						
Blackville-Hilda High School	64,721	271	202	75%	156	58%
Sub Total	64,721		202		156	
Total	173,963	924	744	81%	575	62%

Source: 2015 estimates from BCSD 19 are for a total reduction of student enrollment of five percent per yr thru 2020. Source: Prepared by the facilities team with data from BCSD 19.

Accurate enrollment projections are a basic tool of effective master planning. Inaccurate projections can lead to a surplus or lack of appropriate space. Surplus space wastes valuable public resources.

TIER 1 RECOMMENDATION

Recommendation 5-3:

Prepare current and projected enrollment capacity and utilization rates by school and grade-levels annually.

Implementation of this recommendation should result in the preparation of current and projected enrollment capacity and utilization rates for each school. This data should include the current and projected enrollment numbers and grade levels. Furthermore, the data should be adjusted annually based on the most current information available. .

It is difficult for BCSD 19 to confirm that facilities are over or underutilized without accurate individual building utilization rate data that includes enrollment projections. Implementation of this recommendation should provide the data necessary to guide both long and short term facility planning. This is particularly important to ensure the effective use of portable classrooms when construction of new or additional facilities cannot be accomplished.

The best practice for schools based on the National Center for Education Statistics formula is to maintain an overall utilization rate of 85 percent to 95 percent. This level of utilization ensures that resources are not wasted and still gives the school system some flexibility to handle enrollment fluctuations. The current utilization rate based on the exhibit above ranges from 75 percent for the high school and junior high school to 85 percent for the elementary school. As shown in Exhibit 5-5, the 2020 projected rate will drop sharply to 66 percent for the elementary school and 58 percent for the junior high school and high school.

The Council of Educational Facility Planners International (CEFPI) regularly provides the recommended number of gross square feet (gsf) per student figures. This report provides revised numbers based on responses from its Design Portfolio winners over the past five years. Average national averages of square footage space per student for Canada and the continental United States reveal the following ranges: 70.1 to 111.5 gsf for elementary schools buildings; 81.2 to 154.4 gsf for middle schools buildings; and 101.9 to 160.7gsf for high schools buildings.

The district currently has 173,963 total square footage. Its current average utilization rate is 81 percent. The average SF/student at current enrollment is 233.82 SF/student, the average SF/student at design capacity was 188.27 and the average SF/student at predicted 2020 student enrollment levels is 302.54 SF/student. The national best practice of 85 percent minimum utilization is close to the BCSD 19 current utilization rate. However, if the district loses 19 percent of the student population in five years, (169 students) the district will only need 142,145 total square feet, and will have an excess of 31,818 total square feet based on average square footage at initial design capacity. If, however, the district is able to anticipate its enrollment and utilization rates, appropriate planning can occur that will enable the district to consolidate buildings or take other actions that will save funds and support the educational environment more effectively for the students and faculty.

BCSD 19 should monitor the enrollment projections and utilization rates and ensure that they do not drop below the best practice utilization level of 85 -95 percent.

IMPLEMENTATION PLAN

1. The superintendent should direct appropriate staff to develop annual enrollment projections, capacity and projected utilization rates for each school.
2. The appropriate staff should develop annual enrollment projections, capacity and projected utilization rates for each school.
3. The superintendent should semi-annually review the results and compare the findings with the five-year master plan in the event that mid-course corrections are required.

FISCAL IMPACT

This recommendation can be implemented at no additional cost to the district using existing BCSD 19 personnel.

5.4 Capital Construction Program

The mission of the typical capital construction program is to provide new and modernized facilities that meet the needs of the students at the lowest possible life cycle cost. The specific goals of a program should include:

- Establishing a policy and framework for long-range planning.
- Determining the student capacity and educational adequacy of existing facilities and evaluate alternatives to new construction.
- Developing educational specifications that describe the educational program and from which the architect can design a functional facility that matches the needs of the curriculum with the potential to enhance and reinforce the education BCSD 19 desires for its students.
- Securing architectural services to assist in planning and constructing facilities.

- Developing a capital planning budget that balances facility needs, expenditures necessary to meet those needs, and shows how expenditures will be financed.
- Translating satisfactorily the approved architectural plans into a quality school building and to do so within the budget and the time scheduled.
- Establishing and implementing an orientation program so that users of the facility can better understand the design rationale and become familiar with the way the building is supposed to operate.

FINDING

BCSD 19 does not have a current capital construction plan.

A well-developed capital construction plan is an integral component of the five year master plan and the centerpiece for decision making and saving school districts money. The five year master plan integrates the major objectives, provides design concepts and direction. The plan sets a timeline for implementation and encompasses the entire BCSD 19 portfolio of schools and owned space that sets facility goals based on BCSD 19's master planning objectives. The capital construction plan helps the board, superintendent, and district staff do a better job in the development of the five year master plan and ensures that all district employees are working toward the same goals and objectives.

TIER 1 RECOMMENDATION

Recommendation 5-4:

Complete development of a capital construction plan.

The district should consider the maintenance requirements of the current facilities, the renovation investment necessary, the projected declining enrollment and the effect this will have on the capital construction and five year master plan. At the current rate of projected student population decline, capacity at the existing schools will be underutilized by an additional 19 percent in 2020.

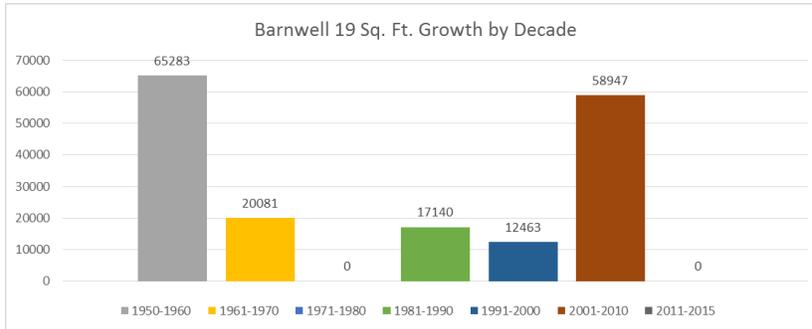
BCSD 19 current enrollment capacity and projected utilization rate is 81 percent. The national best practice of 85 percent minimum utilization is close to the BCSD 19 current utilization rate. However, if the district loses 19 percent of the student population in five years its projected utilization rate will be 62 percent.

Utilization rate and maintenance all must be weighed carefully in conjunction with the development of any capital construction plan. In effect, the district must chart a course for the next five years that is realistic in light of projected declining enrollment, existing facilities maintenance requirements, and available funds.

Exhibit 5-9 shows the square footage growth by decade. As shown, the most substantial increase in square footage has occurred for the periods 1950 – 1960 and 2001 – 2010 with no construction projects for 2011 -2015.

**EXHIBIT 5-9
BCSD 19 SQUARE FOOTAGE GROWTH BY DECADE**

BCSD 19 Growth by Decade						
1950-1960	1961-1970	1971-1980	1981-1990	1991-2000	2001-2010	2011-2015
65,283	20,081	-	17,140	12,463	58,947	-
65,283	20,081	-	17,140	12,463	58,947	-



Source: 2009 School Survey for Barnwell Funds, 2015.

IMPLEMENTATION PLAN

- | |
|--|
| 1. The superintendent should establish a process that engages all relevant personnel in the development of a five-year capital construction plan, e.g. principals, faculty, maintenance personnel, and other areas of expertise. |
| 2. The superintendent should direct appropriate personnel to coordinate the process, compile the information and develop the capital construction plan. |
| 3. The superintendent should review the capital construction plan and present it to the board. |
| 4. The board should take action to fund the capital construction plan. |

FISCAL IMPACT

This recommendation can be implemented at no additional cost to the district using existing BCSD 19 personnel.

5.5 Maintenance

A facilities maintenance plan is an integral component of the five-year master plan. A facilities maintenance plan allows all policy-makers to understand the priorities so that the necessary funds will be available to achieve the plan goals. Facilities maintenance planning must be an element of the overall organizational strategy-part of the five-year master plan. A comprehensive maintenance plan serves both as a blueprint for the present and a road map for future needs.

The maintenance department's job is to ensure that facilities and grounds are in adequate condition to support the mission of the district. Day-to-day maintenance and custodial activities must be guided by a maintenance plan that is informed by and aligned with the five-year master plan. Without alignment it is impossible to know whether day-to-day maintenance operations support current and future organizational priorities.

The maintenance and operations budget is for existing facilities and equipment. Capital construction funding - including staff time devoted to capital projects - must come from other sources. Otherwise, existing facilities will be neglected whenever there is a construction or renovation project because the maintenance staff will be drafted into service to work on capital improvements.

Developing a facilities maintenance plan requires:

- involving stakeholders in the planning process;
- identifying needs (e.g., improving cleanliness and safety, correcting deficiencies, addressing deferred projects, increasing efficiency, decreasing utility bills);
- establishing priorities and targets;
- collecting and using supporting data to inform decision-making;
- sharing the plan to garner support from management and key stakeholders;
- allocating funds to pay for planned activities;
- training staff to implement planned activities ;
- implementing the plan;
- evaluating the plan systematically;
- refining efforts based on evaluation findings; and
- reviewing and revising the plan periodically (e.g., every three years).

The maintenance and grounds supervisor is responsible for the daily maintenance of the district's three schools, high school stadium, country club, IT building, district office, grounds and landscaping, maintenance staff and custodial staff.

The elementary school is 62,141 sq. ft., the junior high school is 47,101 sq. ft., the high school is 64,721 sq. ft., the country club is 4,100 sq. ft., the tech is 3,000 sq. ft. and administration headquarters is 4,808 sq. ft.

The country club and clubhouse was donated to the district by a local businessman and is used for the socialization of the students and used by senior citizens/retirees who pay the utilities. In addition, it is rented out on weekends for social events and produces some revenue for the district. The school district owns and maintains the building. No classes are held there. The building appears to be in excellent condition, and both the building and the 90 acres of land could be important assets for the district for the long term.

Maintenance includes all aspects of the physical operations of the district buildings and grounds including daily, weekly, monthly and yearly inspections, preventive maintenance, state and federal code compliance and regulations. The maintenance and grounds supervisor is new this year. In addition to maintenance, he also manages additions, renovations and alterations throughout the district, performs janitorial duties and is a bus driver for the district.

The maintenance and grounds supervisor has a district owned pickup truck and buys materials at Lowe's and some supply stores in Orangeburg. He has accounts at about six stores and is required to get pre-authorization from the superintendent for all purchases.

BCSD 19 has a 2012-16 facilities maintenance plan with projects range from HVAC renovations, re-roofing to toilet repairs and demolition.

Exhibit 5-10 shows the BCSD 19 2012-16 facilities maintenance plan.

**EXHIBIT 5-10
BCSD 19 FACILITIES MAINTENANCE PLAN
2012 – 2016**

Blackville-Hilda Public Schools		
Barnwell School District 19		
5-Year Facilities Maintenance Plan		
CYCLIC MAINTENANCE FOR 2012-2013		
SCHOOL	PROJECT	ESTIMATED COST
Macedonia Elementary	Flooring (hall, media, classrooms)	\$ 80,000
Macedonia Elementary	HVAC (marvailr/bard)	\$ 120,000
TOTAL ESTIMATED EXPENDITURES		\$ 200,000
CYCLIC MAINTENANCE FOR 2013-2014		
SCHOOL	PROJECT	ESTIMATED COST
Macedonia Elementary	HVAC (new unit gymnasium)	\$ 110,000
Macedonia Elementary	Canopy	\$ 65,000
Macedonia Elementary	Update Restroom (fixtures)	\$ 22,000
TOTAL ESTIMATED EXPENDITURES		\$ 197,000
CYCLIC MAINTENANCE FOR 2014-2015		
SCHOOL	PROJECT	ESTIMATED COST
Blackville-Hilda Jr.	Alarm System & Motion Detector	\$ 60,000
Blackville-Hilda Jr.	Vinyl Composite Tile (Hallway)	\$ 25,000
Blackville-Hilda HS	Sidewalk, paved student parking	\$ 60,000
TOTAL ESTIMATED EXPENDITURES		\$ 145,000
CYCLIC MAINTENANCE FOR 2015-2016		
SCHOOL	PROJECT	ESTIMATED COST
Blackville-Hilda HS	Exhaust Restrooms	\$ 16,000
Blackville-Hilda HS	Painting of Auditorium	\$ 20,000
Blackville-Hilda HS	Retaining Wall @ gymnasium	\$ 6,000
Blackville-Hilda HS	French drain @ gymnasium	\$ 4,500
Blackville-Hilda HS	Upgrade bell, alarm & camera system	\$ 80,000
Blackville-Hilda HS	Supporting wire, cabling interior/exterior	\$ 20,000
TOTAL ESTIMATED EXPENDITURES		\$ 146,500
CYCLIC MAINTENANCE TBD		
SCHOOL	PROJECT	ESTIMATED COST
Old Middle School	Demolition and Removal	\$ 402,000
TOTAL ESTIMATED EXPENDITURES		\$ 402,000
MAINTENANCE PLAN TOTAL		\$ 1,090,500

Source: BCSD 19 Facility Maintenance Plan, 2015.

FINDING

The position of maintenance and grounds supervisor was filled in October 2014 with an experienced individual who has a strong sense of urgency to resolve a long list of maintenance issues.

The maintenance and grounds supervisor is also conducting a full assessment of maintenance needs and prioritizing the assessment items after six months on the job.

Recognizing that the district has limited funds available, he is being creative in finding solutions, including approaching the Job Corps to provide services at no cost to the district for various maintenance and repair matters.

COMMENDATION 5-B:

The district is commended for hiring a skilled and committed maintenance and grounds supervisor who is going above and beyond the call of duty to get his job done.

Please see recommendations 5-2, 5-5, 5-6, and 5-7 for recommendations related to facilities' improvement.

FINDING

BCSD 19 has a facilities maintenance plan; the district's schools are in need of maintenance.

Exhibit 5-11 shows why a properly funded facilities maintenance plan is so important. As shown in the first photo, the high school athletic facility locker room sinks and water cooler/fountains are in need of repair; some water coolers are shut off because they do not work. The area smelled damp and musty and should be checked for mold.

**EXHIBIT 5-11
BCSD 19 FACILITIES' TEAM SCHOOL
WALK- THROUGH ASSESSMENT**





High school athletic facility locker room, hot water tanks and rest room fixtures in need of maintenance and cleaning. The area smelled damp and musty and should be checked for mold.





High school athletic facility rest room faucets and ceiling tile in need of maintenance. Ceiling tile appears to have mold and should be checked to confirm and replaced after the source of dampness is identified and repaired.





High school athletic facility lighting and ceiling tile showing suspected roof leaks in need of maintenance. Ceiling tile and light fixture appear to have mold.



High school ceiling tile showing roof leaks and in need of maintenance. Ceiling tile appear to have mold.



Leaks in roof by electrical junction box, rug stain from suspected leak in roof, missing air duct cover, stained sink and dirty/stained water cooler/fountain. Ceiling tile and carpet appear to have mold.







Elementary school boilers and boiler controls used for heating the school are very old and in need of replacement. Subsequent to our visit (June 4), the state inspector saw these two boilers and required that the district immediately replace the boilers before the start of 2015-16 school year.





Stained ceiling tile all the way down the hall and dirty air ducts. Stains may be mold and should be checked.





Classrooms at high school are not occupied due to low utilization rate; district uses them for storage.





Necessary repairs such as restroom fixtures, water coolers, lighting, and roof leaks need to be prioritized and implemented when funds become available. Immediate attention should be paid to areas where mold is suspected.

The current operations and maintenance budget consists of \$30,000 for facilities repairs for upkeep of the district facilities and grounds, \$30,000 for janitorial supplies, and \$5,000 for landscaping. At the community meeting, several individuals reported that there are insufficient cleaning supplies, and at least one individual reported that parents and teachers chip in to help provide paper towels, hand sanitizer, and soap. Year-to-date repairs for aging HVAC equipment total \$22,000, which is 73 percent of the total “Upkeep of Schools” budget. This leaves only \$8,000 for maintenance to the roof, restroom fixtures, water coolers, lighting, security needs, and future HVAC maintenance.

Exhibit 5-12 shows the maintenance budget for 2013 through 2015.

**EXHIBIT 5-12
BCSD 19 FACILITIES BUDGET
2013-14 and 2014-15**

FY 2013-2014 Facilities Department Budget			FY 2014-2015 Facilities Department Budget			
ACCOUNT #	ACCOUNT	BUDGETED EXPENDITURE		ACCOUNT #	ACCOUNT	BUDGETED EXPENDITURE
254-410-1 (HS)	Building Supplies	\$ 6,600			NONE	
254-410-3 (ES)	Building Supplies	\$ 4,100			NONE	
254-410-4 (JH)	Building Supplies	\$ 500			NONE	
254-323-1 (HS)	Repairs Maintenance	\$ 11,000			NONE	
254-323-3 (ES)	Repairs Maintenance	\$ 8,000			NONE	
254-323-4 (JH)	Repairs Maintenance	\$ 1,000			NONE	
254-323-1 (HS)	Upkeep of Schools	\$ 7,500		254-323-1	Upkeep of Schools	\$ 15,000
254-323-3 (ES)	Upkeep of Schools	\$ 7,500		254-323-3	Upkeep of Schools	\$ 15,000
254-410-0	Custodial Supplies	\$ 300		254-410	Janitorial Supplies	\$ 30,000
254-410-1 (HS)	Custodial Supplies	\$ 9,000			NONE	
254-410-3 (ES)	Custodial Supplies	\$ 9,000			NONE	
254-410-4 (JH)	Custodial Supplies	\$ 500			NONE	
					Landscaping	\$ 5,000
	Maintenance Total	\$ 65,000			Maintenance Total	\$ 65,000

Source: BCSD, 2015.

Without regularly scheduled HVAC equipment maintenance, the school is not going to be comfortable, and it will take longer to heat or cool. Inadequate airflow will result and indoor pollutants will build up inside the school.

The maintenance and grounds supervisor believes that most of the HVAC equipment is at end-of-life. Frequent failures are the norm and take up to 73 percent of the total budget for upkeep of the schools to keep the air conditioning and heating equipment operational. Preventive maintenance apparently did not occur until the recent hiring of the new maintenance and grounds supervisor. Preventive maintenance now consists primarily of filter change outs when needed and efforts are being made to clean the HVAC equipment. The HVAC equipment was not receiving any preventive maintenance in the past and is currently not on a preventive maintenance schedule. The maintenance and grounds supervisor said that when he arrived on the job he started to change out the filters because they were clogged and that the indoor air quality was a problem.

Appendix 3 of Chapter 3 Financial Management discusses in detail the utilization of eight percent funds for capital expenditures. Using eight percent funds is often considered a useful financial tool for maintenance. Of course, whether and how much of the available funds may be pursued is dependent upon a number of variables: the individual characteristics of the school district; a detailed analysis of the needs and usage of the funds; and the support of the superintendent and the board, as well as the community.

The facilities maintenance plan identifies and prioritizes current and future needs that should be incorporated in the five year master plan. The plan should ensure that current needs are resolved as soon as possible

A maintenance plan is an integral component of the five-year master plan. A maintenance plan allows all policy-makers to understand the priorities so that the necessary funds will be available to achieve the plan goals. Facilities maintenance planning must be an element of the overall organizational strategy-part of the five year master plan. A comprehensive maintenance plan serves both as a blueprint for the present and a road map for future needs.

The maintenance department's job is to ensure that facilities and grounds are in adequate condition to support the mission of the district. Thus, day-to-day maintenance activities must be guided by a maintenance plan that is informed by, and aligned with the five year master plan. Without alignment it is impossible to know whether day-to-day maintenance operations support current and future organizational priorities.

The maintenance and grounds supervisor believes that most of the HVAC equipment is at end-of-life. Frequent failures are the norm and take up to 73 percent of the total budget for “upkeep of the schools” to maintain the air conditioning and heating equipment.

The cost to replace the HVAC equipment was estimated in 2013 by a business consulting company to be approximately \$230,000. The current roofing maintenance for all schools also needs to be estimated and implemented to stop the leaks, and should be completed before an HVAC equipment replacement. The roofs are leaking in all three schools because previous roof repairs were of poor quality.

The following is a list from the business consulting company, as well as the maintenance and grounds supervisor’s estimated facility maintenance plan requirements:

- Roof replacement
- Window replacement
- Flooring replacement
- HVAC replacement
- Updated restroom fixtures
- Security system upgrades
- Hallway tile upgrades from carpet
- Restroom facilities needing new sinks and faucets
- Mold on ceiling tile
- Water coolers that run slow, or produce brown water or do not work at all
- Carpets that need to be removed and replaced with non-carpet alternative
- Substandard restroom facilities at the athletic field house
- Additional cameras in schools

Based on the walkthrough of the schools, interviews, and many comments and observations offered during the community meeting, there are existing issues with leaking, suspected mold and mildew, and possibly other unhealthy conditions that need to be addressed immediately.

The survey results referenced in the first section of this chapter supports this recommendation, as do **Exhibit 5-13** and **Exhibit 5-14**. The images that follow show there are facility and/or equipment concerns throughout the schools; there are questions about how well maintained the facilities are, the timeliness with which repairs are made, and the prospect of safety hazards in

the facilities. Furthermore, there are clearly serious concerns regarding the facilities and plant management generally, as well as concerns about master planning.

**EXHIBITS 5-13
FACILITIES AND USE MANAGEMENT**

VARIABLE	TOTAL	TEACHER	ADMINISTRATOR
The district's facilities are well-maintained	2.57	2.53	3.00
Repairs are made in a timely manner	2.58	2.55	2.88
There are facility and/or equipment concerns throughout the schools.	1.82	1.83	1.75
Safety hazards do not exist on school grounds	2.56	2.57	2.63

Note: Items in this section are rated on a 5-pt scale, with higher values representing greater agreement with the presented statement. Items with an average score of "4" or greater are considered areas where the district is especially effective and efficient. Items with an average score less than "3" are considered areas for improvement. Items reverse scored so that higher values reflect greater perceptions of efficiency and effectiveness

**EXHIBITS 5-14
DISTRICT FUNCTION OPERATIONS**

VARIABLE	TOTAL	TEACHER	ADMINISTRATOR
Strategic Planning	2.09	2.07	2.38
Facilities Planning	2.04	1.98	2.57
Plant Management	1.88	1.82	2.33
Custodial	2.33	2.31	2.57
Energy Management	2.22	2.26	2.00

Note: Items in this section are rated on a 4-pt scale, with higher values representing greater agreement with the presented statement. Items with an average score of "3" or greater are considered areas where the district is especially effective and efficient. Items with an average score less than "2" are considered areas for improvement.

COMMENDATION 5-C:

The district is commended for having a facilities maintenance plan and for expediting some of the much needed repairs.

SECURITY AND SAFETY

The purpose of having an adequate security system in school buildings is to support and maintain an effective learning environment and provide fundamental security for students, faculty and staff.

Public schools use a variety of practices and procedures intended to promote the safety of students and staff. Certain practices, such as locked or monitored doors or gates, are intended to limit or control access to school campuses. Other practices such as metal detectors, security cameras, and limiting access to social networking websites, are intended to monitor or restrict students' and visitors' behavior on campus.

In the 2011–12 school year, 88 percent of public schools reported that they controlled access to school buildings by locking or monitoring doors during school hours. Other safety and security measures frequently reported by public schools included the use of security cameras to monitor the school (64%) and the enforcement of a strict dress code (49%). In addition, 44 percent of public schools reported that they controlled access to school grounds by locking or monitoring gates during school hours, 24 percent reported the use of random dog sniffs to check for drugs, and 19 percent required that students wear uniforms.

In general, higher percentages of public than of private schools reported the use of various safety and security measures in the 2011–12 school year. For example, higher percentages of public than of private schools reported the use of security cameras (64% vs. 41%) and random dog sniffs to check for drugs (24% vs. 4%). Higher percentages of public than of private schools also reported the following measures: controlling access to school buildings during school hours; requiring that students wear badges or picture IDs; requiring that book bags be clear or banning them from school; conducting metal detector checks on students (including both random and daily checks); and conducting random sweeps for contraband. However, higher percentages of private than of public schools enforced a strict dress code (71% vs. 49%) and required that students wear uniforms (57% vs. 19%).

SOURCE: U.S. Department of Education, National Center for Education Statistics. (2014). Indicators of School Crime and Safety: 2013 (NCES 2014-042).

FINDING

Numerous school security issues were identified by the consultant team members.

In the course of multiple interviews, comments were made that visitors frequently enter the school buildings at will, often going directly to a teacher's classroom, and not checking in at the office. In addition, comments were made about parents joining children in the cafeteria to eat meals. This kind of random access apparently is a common practice, in spite of signage that directs all visitors to report to the main office upon entering the building, and appropriate policies and procedures having been adopted and posted.

While on site, the facilities team observed that most doors leading into and out of the school buildings were unlocked, allowing students and parents to come and go at will. At least one parent was observed dropping off a student and entering the junior high through a side door with the student. No IDs are issued to students, and there is no control over building access.

Comments were made by some as to how this has been the practice "for 50 years" and there does not seem to be any reason to change this practice.

The South Carolina Code of Laws Section 16-17-420 addresses the issue of school security.

SECTION 16-17-420. Disturbing schools.

It shall be unlawful: (1) For any person willfully or unnecessarily (a) to interfere with or to disturb in any way or in any place the students or teachers of any school or college in this State, (b) to loiter about such school or college premises or (c) to act in an obnoxious manner thereon; or (2) For any person to (a) enter upon any such school or college premises or (b) loiter around the premises, except on business, ***without the permission of the principal*** or president in charge. Any person violating any of the provisions of this section shall be guilty of

a misdemeanor and, on conviction thereof, shall pay a fine of not less than one hundred dollars nor more than one thousand dollars or be imprisoned in the county jail for not less than thirty days nor more than ninety days. (bold added for emphasis)

In addition, the SCDOE was required by law to develop a model school safety checklist and send it to all school districts by September 30 of each year (SC Code of Laws Section 59-5-60). This includes procedures for handling visitors. Although the checklist is for guidance only, the schools are required to fill it out and return it to the SCDOE for use as one of the six indicators of a school's effectiveness. This is used in compliance with Section 59-20-60 as part of the comprehensive needs assessment conducted for school improvement purposes under that section.

In at least one school, Macedonia Elementary, the PA system is broken in the main hall, and there is no means for teachers to communicate directly with the office without using a cell phone. It was not possible for the facilities team to verify these circumstances for the school buildings, but clearly this matter needs scrutiny and a solution from a safety perspective.

As shown in **Exhibit 5-15**, security signs are posted at the elementary school; in spite of signs visitors/board members refuse to check in and enter at will.

**EXHIBIT 5-15
BCSD 19 FACILITIES TEAM
SCHOOL ACCESS SIGNAGE**



It is unclear whether the existing badge system for teachers is effective, given the open access to the school buildings. While this proposed change would not solve the issue of the armed student, it would certainly reduce the prospect of disruption of the school day, as well as reduce potential conflict between school administrators, teachers, parents or other third parties.

At least one peer district also uses metal detectors in facilities for those schools that do not restrict access to check-in at the administration office prior to gaining access to the building. In the peer district schools, individuals are then escorted to their destination and then out of the building. The district should consider taking these additional steps as it develops its facilities plan.

Secured buildings and effecting reasonable access procedures will also reduce the tensions and conflicts that random access has created.

IMPLEMENTATION PLAN

1. The superintendent should task the facilities director and principals to develop a plan for securing the schools, consult with the resource officer or police department, and provide the plan to the superintendent.
2. The superintendent should review, approve and present the plan to the board for approval.
3. The board should review and approve the plan and direct the superintendent to cause the plan to be implemented.

FISCAL IMPACT

While it is difficult to quantify potential savings/costs for this recommendation, there is great value in having a fundamental security system that safeguards students and school personnel. There is also great value in having the community understand and buy into the system to support the basic mission of the schools which is to educate the students. Locksmith quotes requested by the district estimate that it will cost approximately \$10,000 to rekey and repair the locks with an additional \$2,000 for issuing student ID's.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Develop and implement an adequate security system for all schools starting with rekeying door locks and issuing student IDs	(\$12,000)	(\$500)	(\$500)	(\$500)	(\$500)

FINDING

The facilities team identified during the visit on 3-18-2015 a vehicular short-cut through the elementary school playground that is a hazard for the children.

Vehicular traffic in the midst of a children's playground is inherently unsafe and should not be tolerated under any circumstances by the school district.

In our original report the facilities team had recommended placing a permanent barricade that would eliminate all vehicular traffic entering the elementary school playground.

A possible solution would be to build a fence out of 4x4 treated lumber that are cemented in the ground, cement in a number of posts across the access points, or other reasonable, low cost solutions.

Since the visit, the district has installed fencing on the north and south entrances to the playground to eliminate the short cut.

The following **Exhibit 5-16** images were taken on a walkthrough of the school grounds. It was noted that there is a self-made drive-through for cars to cut through the school playground in order to achieve a shortcut to the high school. The elementary school playground has a self-made vehicle drive through. Note that the ties placed by maintenance to block the cut through have been moved to gain drive through access in the playground.

**EXHIBIT 5-16
BCSD 19 FACILITIES TEAM SCHOOL GROUNDS
WALK-THROUGH ASSESSMENT**



Cut through showing self-made dirt road through playground.



Source: BCSD, 2015.

Apparently for many years some local residents have established a vehicular throughway that cuts through the children’s playground next to the Macedonia Elementary School. When facilities staff have attempted to block the throughway with railroad ties, the ties have been moved to re-establish the throughway. This is a highly unsafe situation for the students.

COMMENDATION 5-D:

The district is commended for constructing fencing on the north and south entrances to the playground to obstruct the vehicular shortcut and eliminate the safety hazard for the children.

FINDING

Consultants observed moldy or damp odors in schools possibly posing a health issue. In our interviews and in the community open house, multiple complaints were made regarding illnesses and absences reportedly due to the high levels of mold.

When the facilities assessment team conducted a walkthrough of the schools, moldy or damp odors were noted; damp or musty odors suggests that water is or was present and mold growth likely. The images shown previously in **Exhibit 5-12** identify multiple instances of potential areas of mold growth and should be immediately inspected to identify the presence of mold and repaired and corrected. Delaying repairs or cutting back maintenance makes mold problems worse.

The precise nature of health effects in buildings with moisture problems and their relationships to types and levels of microbial air and surface contaminants, including mold spores, is not fully understood.

The Institute of Medicine (2004) concluded in *Damp Indoor Spaces and Health* that while there was not at that time sufficient evidence of a causal relationship between health outcomes and exposure to mold or other agents in damp buildings, there was sufficient evidence of an association between damp buildings and:

- upper respiratory tract symptoms
- asthma symptoms in sensitized asthmatic persons
- hypersensitivity pneumonitis in susceptible persons
- wheezing, and coughing

In the years since that report, other credible sources have reached similar conclusions (WHO 2009, New York State 2010, Mendell et al. 2011).

Damp, moldy school environments are harmful to children for a variety of reasons. Damp indoor environments create conditions that are favorable for dust mites, and standing water in schools can increase pest and rodent infestations, all of which can release allergens. Moisture also can cause building materials to “off-gas” and release chemicals into the air, such as phthalates, a type of polyvinyl chloride (PVC), that can cause physical and mental health consequences.

Damp environments may lead to growth of molds indoors. Although some molds are everywhere all the time, indoors and out, including in schools, when wet conditions exist, molds will grow to higher than normally occurring levels. Federal studies have shown that many schools are in poor repair and poorly maintained. Many schools have plumbing problems, leaky roofs or poor ventilation systems, which can create ideal moisture conditions for molds to grow. Moisture and mold problems can be present in schools regardless of the climate or time of year, and may be present in older buildings as well as new construction. Delaying repairs or cutting back maintenance makes mold problems worse. Many schools have mold problems because of poor construction, or because they are tightly sealed and poorly ventilated, which prevents moisture from escaping. School personnel and parents should be alert to and help monitor schools for moisture, water damage, and resulting mold problems. (Sources: Institute of Medicine, Climate Change, the Indoor Environment, and Health; Collaborative on Health and the Environment, Learning and Developmental Disabilities Institute).

Common symptoms

Common symptoms include congestion, runny nose, coughing, and irritated eyes; new or worsening asthma; flu symptoms; headaches and fatigue. Less common symptoms include fever, vomiting, nausea, nosebleeds, dizziness, memory loss, diarrhea or constipation, and changes in behavior. Not everyone has the same symptoms, and some are not bothered at all. Other symptoms may be related to exposure to chemicals produced by molds (including the volatile chemicals that cause moldy odors and chemicals known as mycotoxins), or fungicides and other chemicals applied to try to kill them. Some molds can cause illness in exposed people whose immune systems are weakened by disease or drug treatments. Source: Healthy Schools.org

Asthma and mold

We are in the midst of a nationwide asthma epidemic that is still not well understood, and some neighborhoods have been hit hard. If a child has asthma, mold at home or school can be an asthma “trigger”. Mold can also be responsible for adult “work-related asthma” on the job. If your child encounters breathing difficulty at school, mold growth could be suspect. Recent studies have shown high levels of asthma-triggering molds in some schools. Asthma is the leading cause of school absenteeism due to chronic illness.(Source: US Environmental Protection Agency, Managing Asthma in the School Environment)

TIER 1 RECOMMENDATION

Recommendation 5-6:

Immediately inspect all district facilities for suspected mold, repair the cause and replace or clean the affected area(s).

Implementing this recommendation should reduce the chance of illnesses due to mildew and mold formation in facilities.

In the U.S., no cognizant health authority has yet established microbial exposure limits for residential or commercial buildings. In other countries, such exposure limits have been established (Brandys and Brandys 2011), but there is little agreement between different countries concerning what the limits should be to ensure acceptable levels of health risk. Source: American Society of Heating, Refrigerating, and Air-Conditioning Engineers (ASHRAE) Position Document on Limiting Indoor Mold and Dampness in Buildings

In the presence of damp building materials the source of water incursion is often readily apparent (e.g., leaks in the roof or windows or a burst pipe). However, dampness problems can be less obvious when the affected materials and water source are hidden from view (e.g., wet insulation within a ceiling or wall; excessive moisture in the building foundation due to the slope of the surrounding land). Source: CDC Workplace Safety & Health Tips

Mold can grow in wet or damp spots in a school, or where humidity is high. Therefore, it is important to look for indoor areas where moisture is a concern. There are a number of factors that may contribute to indoor humidity and moisture problems. Reports of any of these problems should be investigated. Where there has been a leaking pipe or roof for example, items such as carpets, paneling, and drywall should be checked for water damage or mold growth. It is important to dry items quickly to prevent mold growth; in most cases, items dried within 24-48 hours will not become moldy.

A key step when looking for mold in a school is to determine whether there has been a water leak. Maintenance personnel are frequently among the first to know when moisture problems have occurred. In some cases, management or health and safety personnel will have been notified. Either way, touring the building with maintenance or other personnel involved with the water problem may be helpful. Source: American Society of Heating, Refrigerating, and Air-Conditioning Engineers (ASHRAE) Position Document on Limiting Indoor Mold and Dampness in Buildings.

The school's air-handling system should be inspected to determine whether it is moldy. Moisture may collect in the ventilation system due to poor condensate pan drainage, poor roof drainage, or high humidity in the ventilation ducts. In some cases, water may enter the ventilation ducts from a leaky pipe. A contaminated ventilation system may spread mold spores throughout the school and should be considered a high priority for investigation and repair. Ventilation system mold contamination should be mitigated as soon as possible in a manner that does not expose students and teachers to dust and mold spores.

During the school survey, any moldy or damp odors should be noted because damp or musty odors suggest that water is or was present and mold growth is likely. Students', teachers' and bus drivers' complaints of odors and health problems also should be taken seriously and investigated.

Usually, if the mold can be seen, sampling is unnecessary. After finding mold, the goal is to clean the area and fix the underlying water problem. Unless the results would or could make a change in your plans, you don't need to sample. Under certain circumstances, such as when litigation is involved, the source of the mold is unclear, or health concerns are a problem, you may consider sampling as part of your site evaluation. However, routine sampling for mold is not recommended. Keep in mind that the goal of mold remediation is to find the source of the water problem, fix it, and clean up the mold. Source: EPA Mold Course

There are no laws or regulations in South Carolina for the presence of mold in schools, although there are for other types of buildings. (Source: South Carolina Department of Health and Environmental Control, April 10, 2015)

IMPLEMENTATION PLAN

1. The superintendent should direct the facilities director to investigate the schools for suspected mold, repair the cause, and replace or clean the affected area.
2. The director should issue a report to the superintendent that outlines the schools affected, the location of the mold, the cause, the type of repair needed, and the schedule for completion

FISCAL IMPACT

The cost to remedy the mold situation will need to be estimated by an outside firm if the district cannot remedy the situation in-house. Therefore, the actual cost cannot be estimated until the full inspection is completed.

5.6 Custodial Services

When the maintenance plan is submitted for inclusion into the five-year master plan, custodial services should be included as an integral component of the maintenance plan. The maintenance and grounds supervisor at BCSD 19 has responsibility for custodial services and manages six custodians and two maintenance supervisors.

FINDING

BCSD 19 custodial staffing is below best practice standards at the junior high and high schools, but is at the industry standard of \$0.17/SF for cleaning supplies based on its past and current budgets.

Exhibit 5-17 presents an analysis of cleaning supply cost per square foot at BCSD 19. The National Center for Education Statistics' average cost per square foot is estimated at \$0.17/SF.

A common practice of many school districts is to establish cleaning supply budgets for schools and then automatically deliver the cleaning supplies accordingly. This eliminates over-ordering or wasting supplies. Budgets are then adjusted to fit special needs and additional supplies are provided for exceptional situations.

EXHIBIT 5-17 BCSD 19 CUSTODIAL CLEANING SUPPLIES COST COMPARISON 2015

SCHOOL	TOTAL	ANNUAL	COST PER SF	National Center for Education Statistics Cleaning Cost @ \$0.17/SF	Over/Under COST Sq. Ft.
	SQUARE FOOTAGE*	SUPPLY COSTS			
ELEMENTARY SCHOOLS					
Macedonia Elementary School	62,141	\$ 13,100	\$ 0.21	\$ 10,564	\$ 2,536.03
Blackville-Hilda Junior High	47,101	\$ 1,000	\$ 0.02	\$ 8,007	\$ (7,007.17)
Blackville-Hilda High School	64,721	\$ 15,600	\$ 0.24	\$ 11,003	\$ 4,597.43
Total	173,963	\$29,700	\$0.17	\$29,574	\$ 126.29

Source: Prepared by the facilities team with data from BCSD 19.

BSD 19 SQUARE FOOTAGE (INCLUDES PORTABLES)	BSD 19 ANNUAL CLEANING SUPPLY COSTS	BSD 19 ANNUAL CLEANING SUPPLY COSTS	National Center for Education Statistics National Average Cleaning Cost	BSD 19 ANNUAL CLEANING SUPPLY COSTS @National Center for Education Statistics National Average Cleaning Cost
Total Sq. Ft.	Total Cost	Cost Sq. Ft.	Cost Sq. Ft.	Total Cost
173,963	\$ 30,000	\$ 0.17	\$ 0.17	\$ 29,574

Source: Prepared by the facilities team with data from BCSD 19.

The National Center for Education Statistics, US Department of Education, has established a best practice standard for custodial staffing. In the case of the junior high school and high school, the number of custodians is three full-time positions less than the best practice standard.

Exhibit 5-18 compares the current BCSD 19 staffing levels with the best practice standard. As shown, BCSD 19 is staffed correctly for the elementary school but is understaffed at the junior high school and high school by three custodians.

**EXHIBIT 5-18
CUSTODIAN STAFFING ANALYSIS FOR 2015**

SCHOOL	TOTAL SQUARE FOOTAGE (Including Portables)	NUMBER OF FT CUSTODIANS @8hrs/day	FT Hours/Day	NUMBER OF PT CUSTODIANS @5hrs/day	PT Hours/day	Total FT + PT Hours	Equivalent FT Custodians	SF/CUST.	CUSTODIANS/BEST PRACTICE 20,000 sq. ft./custodian	NUMBER OF CUSTODIANS OVER-/UNDER BEST PRACTICE
SCHOOLS										
Macedonia Elementary School	62,141	3	24	0	0	24	3	20,714	3.1	-0.1
Blackville-Hilda Junior High	47,101	1	8	0	0	8	1	47,101	2.4	-1.4
Blackville-Hilda High School	64,721	2	16	0	0	16	2	32,361	3.2	-1.2
Total	173,963	6	48	0	0	48	6	28,994	9	-2.7

Source: Prepared by the facilities team with data from BCSD 19.

At the community meeting all observers complimented the efforts of the custodial staff, stating that the staff was doing the best they could with what they were given. However, in those same conversations, the point was made that the custodial service is understaffed.

In addition, there were many comments about the general state of cleanliness of the schools, including remarks suggesting that the vacuums didn't work, the custodial staff is using brooms to sweep the carpet, and in at least one instance a person was bringing in a personal vacuum to keep an area clean.

The images previously shown in **Exhibit 5-12** also document the cleaning challenges observed in the school facilities during the walk-through by the efficiency study facilities team.

TIER 2 RECOMMENDATION

Recommendation 5-7:

Create three full-time custodian positions.

Implementation of this recommended action should provide two additional custodians for the high school and one additional custodian for the junior high school.

Among the suggestions for improvement from the survey noted in the first section of this chapter, the following point was made:

“Teachers also suggested that the district hire more staff. This included teachers, custodial staff, and teaching support staff. Another noted, “If more custodial people were hired, the school would be more attractive and cleaner”.

In addition, many observations were made during the community meeting that custodial services were understaffed, and while the custodial staff does the best it can with what it has, the schools could be cleaner.

IMPLEMENTATION PLAN

- | |
|---|
| 1. The superintendent should review the proposed additional custodial positions and present it to the board for approval |
| 2. The board should review and approve the proposed additional custodial positions |
| 3. The superintendent should instruct the recommended facilities director to create the proposed additional custodial positions |

FISCAL IMPACT

The following is based on an individual base starting salary of \$15,360, which includes benefits.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Create three full-time custodian positions	(\$46,080)	(\$46,080)	(\$46,080)	(\$46,080)	(\$46,080)

Source: Finance Office, BCSD 19

5.7 Energy Management

School systems have established numerous and varied policies, procedures, and methods for increasing efficiencies in energy consumption and reducing operating costs. Policies typically describe the board's specific desire to ensure that maximum resources are available for instructional purposes.

FINDING

Barnwell 19 does not have an energy management program.

Current BCSD 19 staff do not have the knowledge required to determine what energy conservation and efficiency measures would result in energy savings with an acceptable ROI to the district.

Energy management at BCSD 19 is overseen by the maintenance and grounds supervisor who reports to the superintendent. The facilities district maintenance team consists of 10 employees. Of the 10 employees there are no HVAC mechanics, no electricians and no energy manager.

BCSD 19 has a total of three schools which include one elementary school, one junior high school, one high school, country club, IT facility, and the district office. The schools range in age from 1924 (district office) to 2001 (new cafeteria at elementary and junior high school). The schools have a wide range of HVAC equipment. Every school has an Automated Logic building automation system (BAS) that locally controls the HVAC equipment in each facility. The common thread that centrally ties all the individual school BAS systems together is the district IT network.

Facility conditions are monitored over the IT network by HARRIS Integrated Solutions to ensure set points and set back times are in accordance with the district's energy parameters including HVAC equipment run time, equipment time-of-day on/off scheduling and temperature set points and alarms.

HARRIS installed the Automated Logic building automation system (BAS) and serves as the main point of technical support for the BAS when problems exceed the maintenance and grounds supervisor's system experience. HARRIS is under annual contract to support the BAS.

The Automated Logic building automation system is a good choice for the district to control and centrally monitor their schools. The range of control and information available can allow BCSD

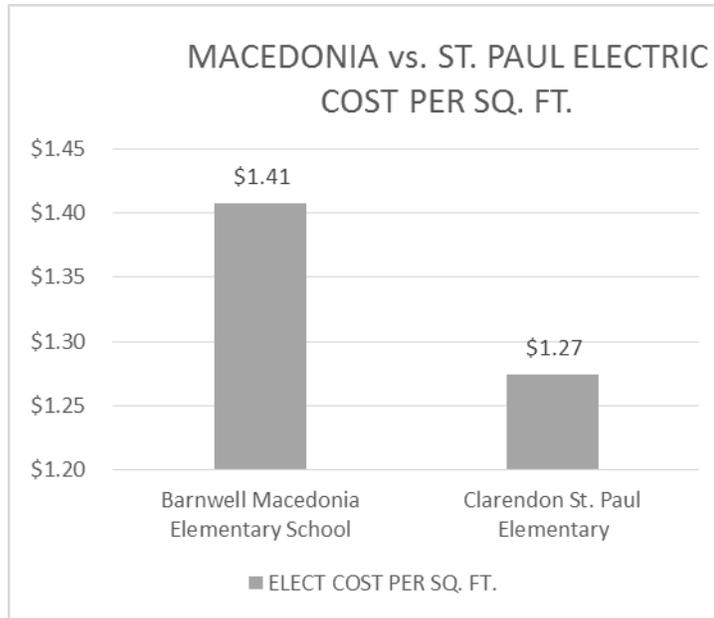
19 to manage energy consumption and comfort 24/7. However, BCSD 19 does not have the in-house expertise required to take advantage of the capability of the BAS.

The maintenance and grounds supervisor contracts with three HVAC mechanical firms to provide on-site-maintenance when a problem occurs and depends on HARRIS to maintain the Automated Logic BAS. Some on-site preventive maintenance is performed by the maintenance and grounds supervisor such as changing filters.

Exhibits 5-19 and 5-20 show the comparison with Clarendon 1 (CSD 1), the only peer district that provided requested information. As can be seen by reviewing the exhibits, CSD 1 is able to operate in a more energy efficient manner in roughly comparable sized buildings. In the case of CSD 1's St. Paul Elementary, the building is recent and was built to incorporate many energy efficiency features. However, it also points out BCSD 19 has an opportunity to deal with its deferred maintenance issues and implement energy conservation measures that can produce long-term cost savings for its utility usage.

**EXHIBIT 5-19
BCSD 19 PEER COMPARISON OF
ELECTRICAL COST PER SQ. FT.**

District	SCHOOL	SPACE USAGE	SQUARE FOOTAGE*	ELECT COST	ELECT COST PER SQ. FT.
ELEMENTARY SCHOOLS					
Barnwell	Barnwell Macedonia Elementary School	Elementary	62,141	\$ 87,496	\$ 1.41
Sub Total			62,141	\$ 87,496	
Clarendon	Clarendon Old St. Paul Elementary	Multi-Use	28,675	\$ 11,879	\$ 0.41
Clarendon	Clarendon Summerton Early Childhood Center	Other	36,200	\$ 42,742	\$ 1.18
Clarendon	Clarendon St. Paul Elementary	Elementary	55,500	\$ 70,742	\$ 1.27
Sub Total			91,700	\$ 113,484	\$ 1.24
JR. HIGH/MIDDLE SCHOOLS					
Barnwell	BLACKVILLE-Hilda Junior High School	Middle	47,101	\$ 29,186	\$ 0.62
Barnwell	BLACKVILLE MIDDLE	Lighting	-	\$ 2,112	
Sub Total			47,101	\$ 31,298	\$ 0.66
HIGH SCHOOLS					
Barnwell	BLACKVILLE HILDA HIGH	High School	64,729	\$ 82,203	\$ 1.27
Barnwell	BLACKVILLE HILDA HIGH	Cafeteria	17,512	\$ 10,996	\$ 0.63
Barnwell	BLACKVILLE HILDA HIGH	Lighting	-	\$ 243	
Barnwell	BLACKVILLE HILDA HIGH	Lighting	-	\$ 546	
Barnwell	BLACKVILLE FIELD HOUSE AND GYM	Multi-Use	20,500	\$ 7,476	\$ 0.36
Sub Total			102,741	\$ 101,463	\$ 0.99
Clarendon	Clarendon Scott's Branch Middle/HighSchool	High School	110,676	\$ 99,423	\$ 0.90
Sub Total			110,676	\$ 99,423	\$ 0.90
OTHER					
Barnwell	BLACKVILLE ETV/TECH	Multi-Use	3,000	\$ 12,357	\$ 4.12
Barnwell	BLACKVILLE ADMINISTRATION OFFICE	Multi-Use	4,808	\$ 4,262	\$ 0.89
Barnwell	BLACKVILLE POSITIVE PARENTING	Other	-	\$ 7,626	
Barnwell	BLACKVILLE POSITIVE PARENTING	Other	-	\$ 1,527	
Barnwell	BLACKVILLE BUS PARKING LOT	Lighting	-	\$ 1,651	
Barnwell	BLACKVILLE COUNTRY CLUB	Multi-Use	4,100	\$ 1,456	\$ 0.36
Sub Total			11,908	\$ 28,879	\$ 2.43
Clarendon	Clarendon CSD1 Resource Center Gym	Gym	8,200	\$ 10,615	\$ 1.29
Clarendon	Clarendon CSD1 Resource Center	Multi-Use	16,560	\$ 6,296	\$ 0.38
Clarendon	Clarendon CSD1 Resource Center Main Building	Multi-Use	46,685	\$ 18,753	\$ 0.40
Clarendon	Clarendon Administration Office	Office	15,805	\$ 21,194	\$ 1.34
Clarendon	Clarendon Old District Office	Other	5,202	\$ 1,124	\$ 0.22
Sub Total			21,007	\$ 22,318	\$ 1.06
Barnwell			223,891	\$ 249,135	\$ 1.11
Clarendon			223,383	\$ 235,225	\$ 1.05



Source: BCSD, 2015.

**EXHIBIT 5-20
BCSD 19 ELECTRICAL COST PER SQ. FT.**

District	SCHOOL	SPACE USAGE	SQUARE FOOTAGE*	ELECT COST	ELECT COST PER SQ. FT.
ELEMENTARY SCHOOLS					
Barnwell	Barnwell Macedonia Elementary School	Elementry	62,141	\$ 87,406	\$ 1.41
JR. HIGH/MIDDLE SCHOOLS					
Barnwell	BLACKVILLE-Hilda Junior High School	Middle	47,101	\$ 29,186	\$ 0.62
Barnwell	BLACKVILLE MIDDLE	Lighting	-	\$ 2,112	
Sub Total			47,101	\$ 31,298	\$ 0.66
HIGH SCHOOLS					
Barnwell	BLACKVILLE HILDA HIGH	High School	64,729	\$ 82,203	\$ 1.27
Barnwell	BLACKVILLE HILDA HIGH	Cafeteria	17,512	\$ 10,996	\$ 0.63
Barnwell	BLACKVILLE HILDA HIGH	Lighting	-	\$ 243	
Barnwell	BLACKVILLE HILDA HIGH	Lighting	-	\$ 546	
Barnwell	BLACKVILLE FIELD HOUSE AND GYM	Multi-Use	20,500	\$ 7,476	\$ 0.36
Sub Total			102,741	\$ 101,463	\$ 0.99
OTHER					
Barnwell	BLACKVILLE ETV/TECH	Multi-Use	3,000	\$ 12,357	\$ 4.12
Barnwell	BLACKVILLE ADMINISTRATION OFFICE	Multi-Use	4,808	\$ 4,262	\$ 0.89
Barnwell	BLACKVILLE POSITIVE PARENTING	Other	-	\$ 7,626	
Barnwell	BLACKVILLE POSITIVE PARENTING	Other	-	\$ 1,527	
Barnwell	BLACKVILLE BUS PARKING LOT	Lighting	-	\$ 1,651	
Barnwell	BLACKVILLE COUNTRY CLUB	Multi-Use	4,100	\$ 1,456	\$ 0.36
Sub Total			11,908	\$ 28,879	\$ 2.43
Total			223,891	\$ 249,045	\$ 1.11

Source: Prepared by the facilities team with data from BCSD 19, 2015.

TIER 2 RECOMMENDATION

Recommendation 5-8:

Establish an effective energy management program.

The facilities director should meet with HARRIS to discuss the value and possibility of entering into an energy awareness program.

By meeting with HARRIS, which already has an extended warranty contract for the Building Automation System in the school buildings, the facilities director can accomplish two important tasks. First, determine what services HARRIS is currently delivering so that maximum use can be made of this resource. Second, the facilities director needs to explore with HARRIS what the company can provide under an energy awareness program. An audit will be required in order to identify the best energy conservation measures (ECM) and practices to reduce electrical and natural gas consumption and cost, which can then be determined by HARRIS. This will also include water consumption measures that could include at a minimum a recommendation to install low flow fixtures in the restrooms and other steps.

HARRIS offers an energy awareness program in addition to the extended warranty contract and for an additional charge of \$12,800. HARRIS will support BCSD 19 in their effort to reduce energy consumption. HARRIS can meet with the facilities director and maintenance team to define BCSD 19's needs and energy conservation program parameters. This could include HARRIS further defining and submitting energy reduction program details back to the facilities director prior to final program development and providing support for the approval process.

If BCSD 19 contracts with HARRIS for the energy awareness program, this will include a facilities audit for the elementary, middle and high schools. The audit can be scheduled during unoccupied times, after hours or on a holiday or weekend. This audit session will teach the facilities director what to look for as well as how to communicate what is found. In addition, the facilities director can be trained to carry out future audits. The audit can consist of the following areas:

- Building Envelope
- Utility and mechanical spaces
- All interior building spaces
- Athletic Facilities

IMPLEMENTATION PLAN

1. The superintendent should direct the facilities director to contact HARRIS, be trained in the use of the existing BAS system, and determine if it would be beneficial for BCSD 19 to enter into an energy awareness program.
2. The facilities director should meet with HARRIS and determine the total cost, total savings and ROI and report back to the superintendent with the findings.
3. The superintendent should review the findings and if attractive meet with the board for approval.

FISCAL IMPACT

There will be no cost for the initial meeting with HARRIS, or for the training from HARRIS for the Building Automation functions supported by their contract. There will be a cost to add on an energy awareness program to the extended warranty contract, if that is determined to be a desirable step to take.

The final cost and savings are impossible to estimate until an audit is performed by HARRIS and the cost to implement the selected energy conservation measures is identified. Once the cost is known the total savings can be estimated, the return on investment calculated, and a package of recommendations submitted to the superintendent for approval.

South Carolina Code Section 48-52-620 asks state agencies and public schools to develop energy conservation plans for a goal of a 20 percent reduction in energy use by 2020. Therefore, agencies and school districts should implement all energy saving improvements that are cost-effective over a five-year time horizon. If the state energy goal of 20 percent is achieved the savings could be approximately \$49,000 over the five-year period less the initial cost of the energy awareness program and the cost to implement the necessary energy conservation measures. Therefore, estimated annual savings could be \$9,800 with a first year cost of \$12,800. The five-year savings could be \$26,400 (The estimated savings is based on the current utility bill, but cannot take into consideration the costs of implementing cost-saving measures without an audit). In addition, the cost below includes only the cost of implementing an energy awareness program, but does not include any equipment or materials cost necessary to implement any energy conservation measures from the program.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Establish an effective energy management program	(\$12,800)	\$9,800	\$9,800	\$9,800	\$9,800

6.0 TRANSPORTATION

This chapter presents the major findings, commendations, and recommendations for the Barnwell County School District 19 (BCSD 19) transportation function. There major sections of this chapter are:

- 6.1 Introduction, Methodology, and District Comparisons
- 6.2 Organization and Staffing
- 6.3 Routing, Scheduling, and Payroll Accountability
- 6.4 Activity Bus Fleet Size
- 6.5 Operations
- 6.6 State Aging State Bus Fleet

CHAPTER SUMMARY

Overall, the BCSD 19 transportation office provides acceptable student transportation services. The office is generally in compliance with South Carolina Department of Education (SCDOE) policies and procedures. The office does a good job of controlling costs, maintaining the district vehicle fleet, and delivering students to and from their destinations. The BCSD 19 transportation operation is confronted with the same problem as many small school districts in South Carolina and across the country – it believes it is too small to support a full-time transportation director and competitive driver salaries. Tidwell and Associates, Inc., the review team, found operations that could be improved by BCSD 19 and others that can be assisted by SCDOE.

Recommendations outlined in this chapter will increase efficiency, save costs, improve district funding and resources, improve school bus maintenance, improve personnel retention and recruitment, and operational integrity.

Notable commendations of the transportation office include:

- The district has a strong partnership between the school bus drivers and parents (Page 6-16)
- The district provides an exceptional level of transportation services to a high number of students who must walk to their bus stop or school. (Page 6-16)

The review team found that the transportation office needs to improve in employee support, maintenance management, routing and scheduling, recording of work-time, training and bus driver recruitment and retention, and encouraging the state to provide a newer bus fleet. To assist BCSD 19 in prioritization and implementation, recommendations have been tiered based on the following definitions.

Tier 1: Greatest Impact: The district should implement these recommendations immediately to take maximum advantage of their opportunities.

Tier 2: Moderate Impact: The district should implement these recommendations as soon as practical to improve the efficiency and effectiveness of operations.

Tier 3: Minimal Impact: The district should implement these recommendations when time and funds are available as best suits the needs of the district.

Specifically, our recommendations include:

- Create a part-time (at least 50%) transportation supervisor position. Tier 1 (Page 6-10)
- Employ a part-time support person to staff the transportation office when the transportation supervisor is fulfilling other duties. Tier 1 (Page 6-11)
- Develop and implement a school bus driver and aide recognition program, provide continuous training, and improve facilities. Tier 1 (Page 6-14)
- Develop and adopt a revised hazardous transportation service policy and procedures for the student walking zones. Tier 1 (Page 6-15)
- Establish a driver and aide compensation plan that provides verification of work hours, that is fair to all drivers, encourages retention and recruitment, and includes reasonable pay for administrative duties. Tier 1 (Page 6-20)
- Dispose of the 1996 activity bus. Tier 1 (Page 6-22)
- Purchase all fuel from the state contract or SCDOE. Tier 1 (Page 6-23)
- Establish a preventive maintenance program and competitively bid all maintenance, repair, and inspection services. Tier 1 (Page 6-26)
- Redesign the vehicle traffic flow and parking at the Macedonia Elementary School campus. Tier 1 (Page 6-32)
- Document and file a request with the SCDOE for the replacement of the four route school buses older than 20 years and the two spare buses. Tier 2 (Page 6-34)

TRANSPORTATION SURVEY

Tidwell and Associates, Inc. conducted a survey of BCSD 19 district and school administrators and teachers as part of this efficiency review. The review team did receive a statistically accurate response from the teachers with a 62.8 percent response rate. The response rate from the administrators was 50 percent. The average overall response rate was 62.8 percent. Participants were asked to rate the transportation program. **Exhibit 6-1** provides the survey results for all transportation questions asked. The means (M) data is presented for the survey questions.

- Overall, respondents felt that the buses arrive early enough for students to eat a school breakfast (M=4.17).
- Discipline on Buses – overall, respondents felt that discipline on buses is a problem (M=2.29). School teachers (M=2.32) and administrators (M=2.33) both identified the discipline problem. This is an area for improvement.
- Availability of Bus Drivers – there was a general agreement by all respondents (M=2.59) that this is an issue. The concern is highest by the teachers (M=2.66) who hear firsthand from the students when their bus driver is not available and a substitute driver is used. The district is in need of a better bus driver retention and recruiting program. The district uses two coaches and the grounds and maintenance supervisor to drive regular bus routes. There are three vacancies. This is an area for investigation.
- Buses Availability - the respondents generally agreed that having enough buses available can be a problem. The overall rating was M=2.93 with teachers showing a greater concern (M=2.92) than administrators (M=3.40). Response in this category may be linked to the shortage of drivers. This may also be a result of the recent closing of the SCDOE maintenance facility in Blackville and maintenance now being provided from Orangeburg, This is an area of further investigation.
- Student Ride Time - the respondents generally agreed that student ride time was a problem. The overall rating was M=3.35. The teachers showed a greater concern

(M=3.22) than the administrators (M=4.00). This area will be investigated. This issue and bus overcrowding was voiced during the community meeting.

**EXHIBIT 6-1
TRANSPORTATION SURVEY RESULTS
BARNWELL COUNTY SCHOOL DISTRICT 19**

VARIABLE	TOTAL	TEACHER	ADMINISTRATOR
Buses arrive and depart on time each day	3.74	3.76	3.67
There are enough working buses to meet the needs of the district	2.93	2.92	3.40
Student ride times on school buses are too long	3.35	3.22	4.00
The drop off zones at the schools are safe	3.72	3.79	3.20
The district has a user-friendly process to request buses for special events	3.73	3.74	4.00
Adding or modifying a route for a student is easy to accomplish	3.84	4.04	3.00
Buses arrive early enough for students to eat a school breakfast	4.17	4.14	4.50
Bus drivers are well trained	3.91	4.00	3.50
Discipline on buses is a problem	2.29	2.32	2.33
Buses seldom break down	3.26	3.34	2.67
The district has alternate bus drivers on call when drivers are unavailable due to health or emergency concerns	2.59	2.66	2.50

Source: Tidwell and Associates, Inc., Survey results, 2015.

Note: Items in this section are rated on a five-point scale, with higher values representing greater agreement with the presented statement. Items with an average score of "4" or greater are considered areas where the district is especially effective and efficient. Items with an average score less than "3" are considered areas for improvement. ^a Items are reverse scored so that higher values reflect greater perceptions of efficiency and effectiveness

FISCAL IMPACT OF RECOMMENDATIONS

Exhibit 6-2 provides a summary of the estimated costs and savings associated with recommendations in this chapter. As shown, over a five-year period, the district could save approximately \$66,162 should staff choose to implement the recommendations provided in this chapter.

**EXHIBIT 6-2
FISCAL IMPACT OF CHAPTER 6
TRANSPORTATION**

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Staffing changes	(\$25,400)	(\$25,400)	(\$25,400)	(\$25,400)	(\$25,400)
Bus driver recognition program, supplies & facility	(\$1,300)	(\$1,150)	(\$1,150)	(\$1,150)	(\$1,150)
Eliminate hazard services	\$9,635	\$9,635	\$9,635	\$9,635	\$9,635
Revise compensation plan	(\$3,400)	(\$3,400)	(\$3,400)	(\$3,400)	(\$3,400)
Sale of 1996 activity buses and resulting savings	\$5,000	\$2,000	\$2,000	\$2,000	\$2,000

Purchase fuel from SCDOE or via state fuel card	\$1,813	\$1,900	\$1,975	\$2,050	\$2,125
Preventive maintenance program	\$2,300	\$2,300	\$2,700	\$2,700	\$3,100
Traffic flow plan Macedonia Elementary School	(\$400)	\$0	\$0	\$0	\$0
Replacement of the aging school bus fleet*	\$0	\$0	\$0	\$0	\$0
TOTAL SAVINGS	(\$11,752)	(\$14,115)	(\$13,640)	(\$13,565)	(\$13,090)

* No value is given to the replacement of the aging school bus fleet; however, having no bus older than 15 years would save the district bus driver salary and fringe costs for the delays associated with the bus breakdowns.

6.1 Introduction, Methodology, and Peer District Comparisons

The transportation of students to and from instructional programs is among the school district's most important functions and responsibilities. BCSD 19 operates seven school buses that transport 947 students each school day, approximately 170,460 student trips a year. This service delivers 25 routes each school day covering 513 route miles (92,322 miles annually). District transportation manages an estimated 260 loading and unloading stops per school day (46,800 stops per year) without injury to a single child. Not only in BCSD 19, but also across the country, school transportation is by far the safest form of passenger transportation possible.

School districts and the state should do everything possible to encourage and make it possible for students to ride the school bus to and from school. School buses are extremely safe and energy efficient. Students are 50 times more likely to safely arrive at school if they take a school bus than if they drive themselves and 20 times more likely to arrive at school safe than riding with their parents. School transportation is also an energy saver; a 20 mile round-trip school commute saves approximately \$420 annually for each student who rides the bus compared to being transported in a car. This information was provided by the American School Bus Council. Without school bus service traffic around school campus would be even more congested, since all students would be transported by car.

School transportation is faced with growing public expectations of improved safety and the elimination of waste. School districts with small operations are hard pressed to find innovations and new technology that are affordable and can improve operations.

While the district's cost for school transportation continue to increase, the state reimbursement of these costs has not kept up with cost increases over the past 27 years. This shortfall of state financial support began in 1987 and today requires the BCSD 19 to fund over \$102,000 of the expense from local tax sources. This additional local financial burden has occurred even though state law identifies the expense of school transportation to required instructional courses as a state responsibility. The following table presents the BCSD 19 financial status for FY 2013-14.

BCSD 19	STATE REIMBURSEMENT FOR SCHOOL TRANSPORTATION SERVICES	TOTAL DISTRICT EXPENDITURES FOR SCHOOL TRANSPORTATION
FY 2013-2014	\$41,132	\$143,482

Source: BCSD 19, March 2015.

Many parents in BCSD 19 have grown to expect door-to-door service and service delivery that satisfies their personal schedules. This expectation must be balanced against transportation's reality of limited funding, aging school buses that frequently break down, driver shortages, conflicts of routing with school bell times, and longer and longer bus routes. Many of BCSD 19 buses start moving each school day at 6:00 AM and typically end the day around 4:25 PM. Pick-up times for students start as early as 6:15 AM with the last student returning home at 4:10 in the afternoon. The district also operates two after-school routes that end at 8:15 PM. These times make for long school days for the many students and the transportation staff.

School transportation has two key goals, to transport children safely and on-time. BCSD 19 school transportation is commended for achieving these goals with limited funding, staff, and training.

BCSD 19 is mostly a rural area with low growth and development; there are 947 students residing in the district covering 92 square miles, 10.3 students per square mile. In the past three years, the number of students attending district schools has declined from 1,335 student riders in 2010 to 947 today, a decrease of 388 students in four years (an average loss of 97 student per year). The district operates seven school buses, a loss of one bus in the past four years. The district operates one special needs bus, which has a lift and wheelchair securement position. There is only one district student that requires a school bus with a lift and wheelchair securement. This student uses an electric wheelchair weighing in excess of 400 pounds.

The district expects a continued, but slower loss of students in the future due to general decrease in the local population. Each day the transportation office provides transportation to the 947 students in the morning, midday, afternoon and evening, traveling to and from three schools on two campuses, to the vocational school and to a school located in Barnwell, South Carolina. The students with disabilities that require a self-contained classroom environment are transported to Barnwell 45 for instructional services. The transportation program also transports students attending functions away from the campus (field trips). The BCSD 19 transportation policies are focused on protecting students in the district's charge. This is evident in the strictly enforced policy of not releasing second grade and younger students at the end of a bus ride unless there is a responsible person present.

Student transportation is provided to and from the school the student is zoned to attend. To ride the school bus students are required to meet their bus at an assigned bus stop which may be a maximum walking distance of up to 3/10 mile from the student's residence. Student transportation is also not funded by the state if the student's residence is within one and one-half miles of school. However, the district can expand the state funded transportation service in ways that shorten the walking distance to the bus stop or transport students that live within the one and one-half mile walking zone. This service is known as providing hazardous transportation. BCSD 19 offers an excessive amount of hazardous transportation. Hazardous service receives no state funding; therefore, must be 100% funded by the district.

The school bus fleet provided to the district by the SCDOE has 57% of the buses 20 years old or older. The purchase of school buses by the state is a very valuable benefit to the district and assures that all students in South Carolina have an equitable level of fleet availability and safety. Starting in 1991, the state began delaying the replacement of school buses which has resulted in the aged fleet of today. The aging fleet does place an unnecessary expense burden on the school districts. Every time a bus has a mechanical problem while operating a bus route, it takes the driver longer to complete the route. The extra time is a payroll cost to the district which is not reimbursed by the state.

Similarly, starting with the requirement to have adult school bus drivers, ordered by the US Department of Labor in 1987, the state has not kept up with the increasing costs of school transportation services. Prior to 1986, very little local tax dollars were needed to deliver school transportation services, as the state provided all the resources or funds to the districts to cover student transportation costs. In 2015, the state is funding less than 60% of the school bus driver and aide salary and fringe benefits costs, and none of the school transportation administrative, training and clerical costs.

BCSD 19 has an adequate school bus parking facility located behind the Blackville-Hilda High School. The parking lot is located next to the closed SCDOE Blackville School Bus Maintenance Shop. In a cost cutting effort by the SCDOE in 2012, this shop was closed. All maintenance service must now come from the SCDOE Orangeburg School Bus Maintenance Shop which is 35 miles away.

The district's parking facility includes a water faucet to be used to wash the buses. However, upon inspection, the Team determined that the water faucet did not work and that there was no hose or washing supplies located in the parking lot. Instead the hose and washing supplies are located next to the district maintenance office, across the road from the bus parking area. Accessing this wash area requires the bus driver to back several hundred feet into the wash area. This is an unsafe practice. All bus drivers are taught to never back up. The team also observed students walking through this washing area.

The drivers have no lounge or restroom facility easily accessible to the bus parking area. The parking lot is also in need of more lighting. While interviewing the superintendent, the team was advised that additional lighting for the bus parking lot is part of a district-wide lighting improvement project. (The issues mentioned in this introduction will be discussed in more detailed findings leading to suggested recommendations.)

The primary methodologies used to review transportation include:

- Interviews of key district personnel including the chairman of the school board of trustees, superintendent, director of special services, transportation supervisor, the prior transportation supervisor, director of finance, accounts payable and payroll clerk, benefits coordinator, food service coordinator, maintenance/grounds supervisor, a focus group with three school bus drivers and an aide, and the SCDOE shop mechanic that serves BCSD 19 and SCDOE administrative staff;
- An analysis of documents including SCDOE and district vehicle information, route plans and schedules, cost data for bus purchases, fuel purchases and operations audit and budgets, personnel listings and salary information, and peer district comparisons;
- Site visits to all schools and bus load/unloading and parking areas;
- A review of survey results;
- Participation in the community open forum and a review of all comments; and
- A collection and analysis of the peer district data shown below.

The following data in **Exhibit 6-3** was collected in support of general discussions in this chapter. The data presented from Florence 4, a district with a fleet size of nine buses, is the most comparable of the peer districts. Take special note of the category: the value of hazardous transportation service. Comparatively, BCSD 19 provides a high level of service. The BCSD 19 transports more students per bus, has less paid driver training, pays less administrative or soft time, and has more activity buses than comparable districts. This analysis recommends that hazardous transportation (transportation provided to help students avoid walking along or

across traffic hazards) service be dramatically reduced, that the number of activity buses be reduced, and the amount of administrative or soft time be increased.

**EXHIBIT 6-3
BCSD 19 PEER DATA COMPARISON**

DISTRICT	STUDENTS TRANSPORTED PER DAY	NUMBER OF BUSES OPERATED	HOURS OF DRIVER TRAINING PROVIDED WITH PAY	HOW MANY MINUTES OF ADMINISTRATIVE OR SOFT TIME IS PAID WEEKLY	HOW MANY ACTIVITY BUSES ARE IN THE DISTRICT FLEET	WHO PROVIDES DISTRICT FLEET MAINTENANCE	THE VALUE OF HAZARDOUS TRANSPORTATION SERVICE
BCSD 19	947	7	10	37	3	Transportation and Maintenance	\$25,000
Laurens 56	2,069	31	10	225	12	Transportation & Athletics	\$3,012
Florence 4	700	9	10	0	2	Transportation	\$10,658
Orangeburg 5	7,659	65	10	225	14	Environmental Services	\$39,033

Source: Tidwell and Associates, February 2015.

6.2 Organization and Staffing

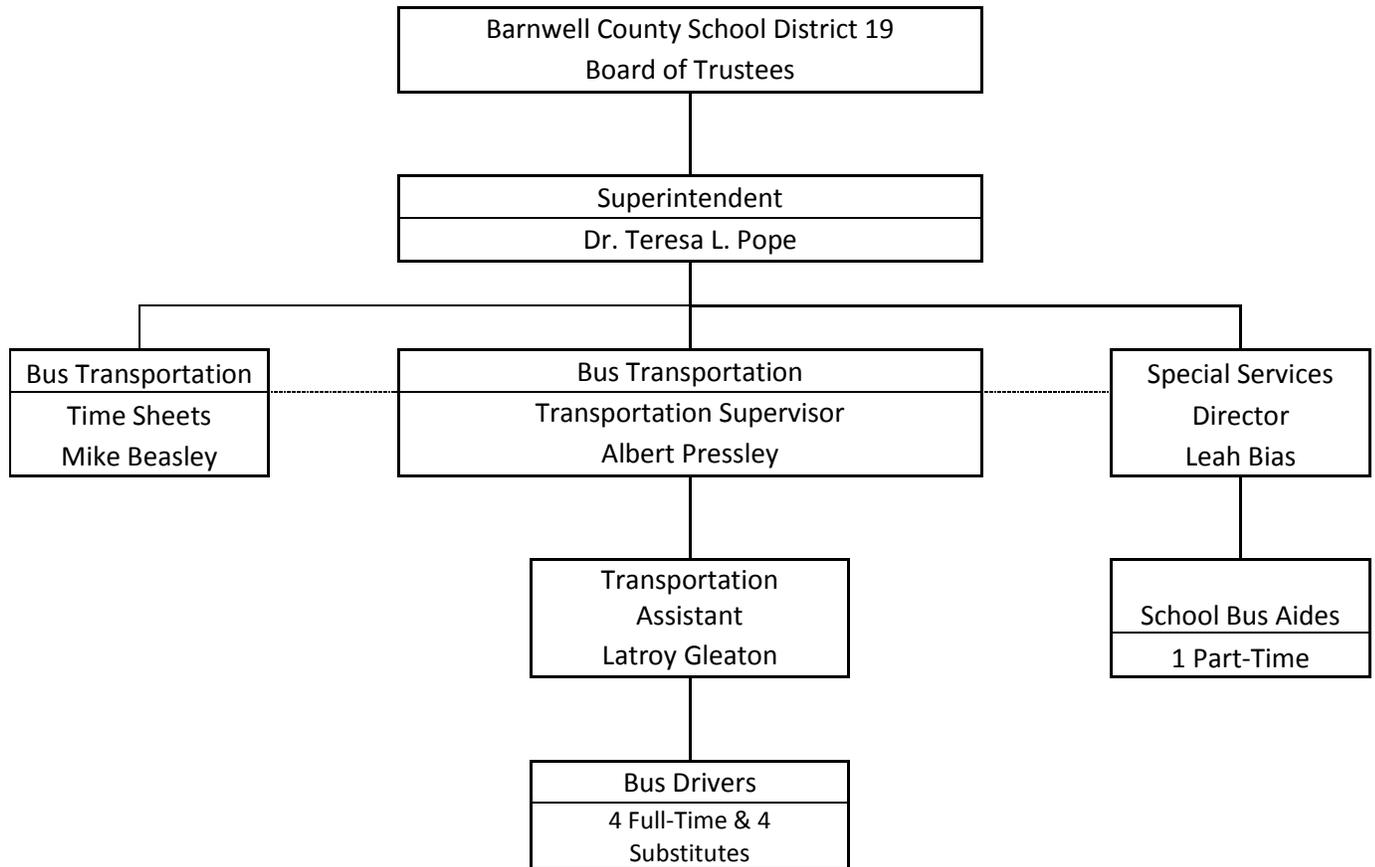
It is the objective of all transportation personnel to deliver services efficiently and effectively. Greater efficiencies will potentially return dollars to the classroom and greater effectiveness will lead to higher quality transportation services. An efficient and effective transportation office will support the educational goals of the district.

FINDING

The transportation office needs a permanently designated transportation supervisor that manages all aspects of the program.

Exhibit 6-4 shows how the BCSD 19 transportation office is currently structured to accomplish daily operations and services. As shown, the transportation supervisor reports to the superintendent. Within the transportation office the transportation supervisor manages an assistant, eight bus drivers (regular and substitutes) and one aide.

**EXHIBIT 6-4
BCSD TRANSPORTATION STAFF CHART
2014-15**



Source: BCSD 19, 2015.

The BCSD 19 staffing organization structure has experienced a change of the person assigned to the transportation supervisor position several times in the past few years. Frequent changes in this position are of concern; stability is very important. This year's transportation supervisor also serves as the high school coach for several different sports at Blackville-Hilda High School. The previous transportation supervisor was also a high school coach and athletic director at Blackville-Hilda High School, who only served in the position for three years. As part of the transition of duties to the present transportation supervisor, the previous supervisor continues to manage the bus driver timesheet responsibilities. This split of the transportation supervisor's duties is also a concern. The past and present supervisors' primary job functions are not school transportation and for the majority of the work day they are supervised by the high school principal. Only for transportation functions do they report to the superintendent. Both of these coaches are given a small supplemental salary to handle the transportation responsibilities. Plans are to move the timesheet responsibility to the present transportation supervisor and eliminate this duty and the associated salary supplement for the past supervisor. The present supervisor also serves as a bus driver for one of the alternative school routes.

The transportation office also has a full-time transportation assistant that reports to the transportation supervisor. The assistant's duties are to oversee daily route operations and make adjustments should there be a shortage of drivers or buses. He reports to the transportation

supervisor numerous times each school day. This position is also a bus driver and has the most daily driving hours.

The transportation operation has four full-time bus driver positions and four part-time bus driver positions; each of the part-time drivers also has a full-time job with the district or another district. These eight positions are supported by one part-time driver who can substitute for the aide. There are three vacant part-time bus driver positions. The district is in the process of recruiting people for these three positions.

For short times during the day, the district operates seven buses at the same time which requires seven drivers. Four of these are the full-time drivers and the other three are part-time drivers working full-time for the district or another district. Each of the four full-time drivers are guaranteed a minimum of 30 hours a week. The four full-time drivers receive benefits and three of the part-time drivers are also full-time district employees and receive benefits. The other part-time driver is also a part-time employee of another district. The aide is also part-time but has a full-time district job in the district's special services program. The aide is paid and supervised by the director of special services. If a substitute aide is needed the replacement is provided by the transportation supervisor. The transportation supervisor or one of the part-time drivers may serve as the substitute aide.

The transportation program is fortunate to have a part-time driver pool that has full-time jobs with the district. However, these people often have work conflicts, therefore there needs to be more than one substitute driver to fill the part-time driver positions. The transportation supervisor and the district's human resources staff should continuously recruit drivers.

As shown in **Exhibit 6-5**, the district's transportation office now has 10.1 personnel positions, 9.1 of these are full-time. These positions are categorized as administrative (non-drivers and aides), drivers, and aide. The administrative and driver positions are required to be trained and certified/licensed to operate a school bus. The exhibit details how the BCSD 19 transportation personnel are spread across the employment categories, and compares the district with peer districts. The exhibit also documents the employment of administrative staff among the peer districts; as you can see the districts greatly vary. The closest-size peer district shown is Clarendon 1 with one full-time administrative staff position. This district also has the vehicle maintenance function in the office of transportation.

**EXHIBIT 6-5
TRANSPORTATION PERSONNEL
PEER SCHOOL DIVISIONS
2014-15 SCHOOL YEAR TRANSPORTATION**

DISTRICT	ADMINISTRATIVE POSITIONS (Non-Drivers and Aides)	DRIVERS			AIDES
		REGULAR		SUBSTITUTE	
		FILLED	VACANT		
BCSD 19	0.1 (2 Part-Time)	8	3	1	1
Lexington 4	2.74	37.5	3	5	5
Clarendon 1	1	9	0	3	1
Florence 4	5	9	0	0	2/0

Source: Data Collection from peer districts, February and March 2015, SC Education Oversight Committee.

On a typical school day, the office has enough full-time and part-time drivers and substitutes for its planned routes and other transportation activities.

The scope of the transportation supervisor job description should include all required functions of a transportation director and have the time assignment required to fulfill the duties. The transportation supervisor should have the funding to spend at least 50 percent of every workday on school transportation functions. The present arrangement of having an athletic coach spend an hour or less a day is not adequate and undermines the safety and efficiency of school transportation service delivery. No employee should be expected to do all the functions of a transportation supervisor on a supplement or salary of \$4,300 a year. It is recognized that the small size of the district's school transportation operation is an impediment to having an experienced school transportation person manage the program. However, the limited size of the operation does not justify having a school transportation program that is not professionally managed. Look no further than the Clarendon 1 for an example operation of only 11 buses and a full-time transportation director. The existing transportation supervisor is a person that could gain the professional skills to comprehensively manage the program if given the salary, work hours, and training to do so. An optional management structure might include a joint school transportation program among the three Barnwell districts. The districts would share in the cost of the transportation program based on their share of the buses in the operation.

TIER 1 RECOMMENDATION

Recommendation 6-1:

Create a part-time (at least 50%) transportation supervisor position.

The district needs to have a transportation supervisor that expends at least half of every day on school transportation functions. This would include the management of the daily operation of school transportation services, the recruiting and training of the bus drivers and aides to deliver a safe school transportation program, and the preparation and submittal of all forms required by the SCDOE. The daily management of operations should include:

- the assignment of drivers and aides to bus routes and special trips;
- tracking the work hours for creation of the time-sheets;
- submit timesheets to payroll;
- collection and review of all pre- and post-trip inspections and monitoring the maintenance of the school buses;
- report maintenance issues to the SCDOE based on bus driver and daily personal inspections;
- ensure the maintenance issues are resolved;
- managing a continuing bus driver and aide recruiting program;
- preparing for and deliver training to drivers and aides on at least a quarterly basis;
- preparing and submitting all SCDOE required forms and information on-time and accurately;
- plan and implement functions that reward and support the district's drivers, aides and school transportation program;
- receive and manage all parent issues, and
- manage the district's activity bus fleet.

The review team was advised that the district has a bus driver who is identified as the assistant to the transportation supervisor. The need for this position is understandable based on the

limited amount of time the transportation supervisor has to spend on the school transportation function. However, with the proposed half-time transportation supervisor position this assistant position should not be needed. If possible, the district should avoid a situation that has a driver supervising other drivers. This can create conflict among the drivers. When interviewed, bus drivers had concerns about not being treated fairly in bus and route assignments.

TIER 1 RECOMMENDATION

Recommendation 6-2:

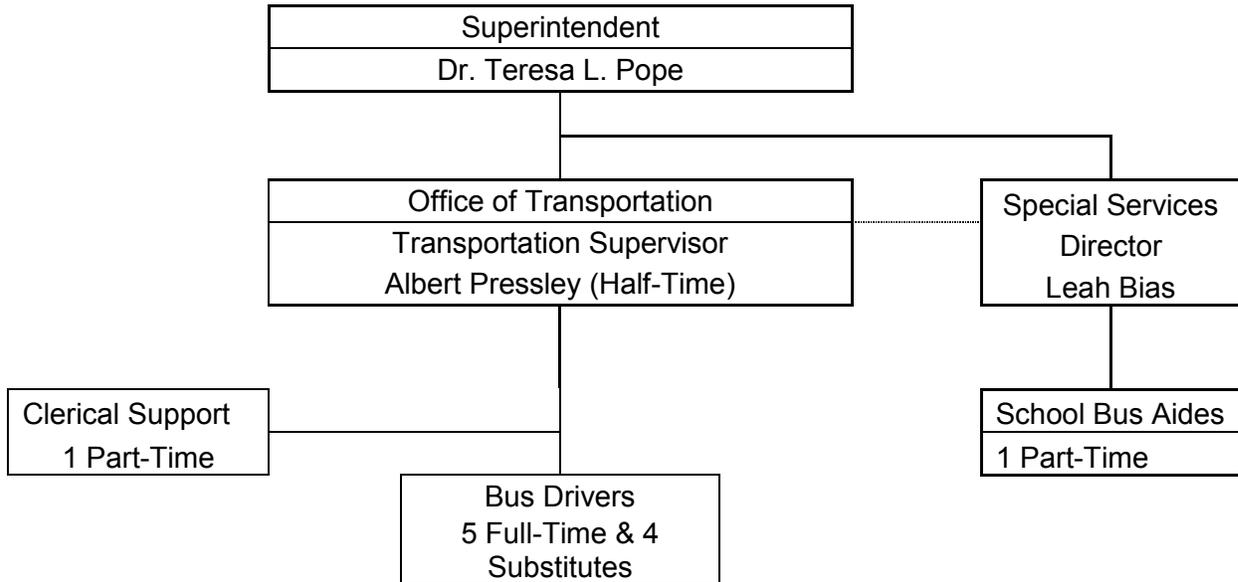
Employ a part-time person to staff the transportation office and phone when the transportation supervisor is fulfilling other duties.

There is a need for someone to staff the school transportation office and answer the phones at all times. It is recommended that the district use one or more of the bus drivers to fulfill this need. When not behind the wheel of a bus, a rotation of drivers in the office can ensure that the phone is answered when the transportation supervisor is not available. When no one can be in the office the phone should be automatically routed to the transportation supervisor's cell phone.

In addition to having the required school bus driver CDL and SCDOE certifications, the transportation supervisor should be required to obtain the SCDOE bus driver training certification and the Department of Public Safety Third Party Tester qualifications. This will allow the transportation supervisor to provide all necessary training to certify new drivers and assure that existing drivers have timely recertification. The review team understands that the transportation supervisor does not have a valid SCDOE school bus certification and is daily driving a state bus on a route. This is in violation of state law and must be corrected immediately.

The revised office of transportation organization chart is presented in **Exhibit 6-6** with the proposed recommendations.

**EXHIBIT 6-6
BCSD 19 PROPOSED TRANSPORTATION STAFF CHART**



Source: Tidwell & Associates April 2015.

Implementation of this recommendation should result in a more efficient and effectively managed transportation system and permit the transportation supervisor to concentrate on the full needs of the transportation program and adequately provide safe services for transportation.

IMPLEMENTATION PLAN

- | |
|---|
| 1. The superintendent should include the funding of a half-time transportation supervisor and the part-time staff to cover the transportation office in the proposed budget for FY 2015-16. |
| 2. The superintendent should submit the recommendation to the board for review and approval. |
| 3. The school board should review and approve the recommendation. |
| 4. The finance director and the transportation supervisor should implement the approved recommendation. |

FISCAL IMPACT

The following table shows the calculations for the staffing changes. The calculations below include the costs of making the transportation supervisor a half-time position and adding four hours of daily salary plus benefits for a person to cover the transportation office when the transportation supervisor is not available.

ADDED COSTS	ADDITIONAL HOURS/DAY	DAYS EMPLOYED PER YEAR	COST PER SCHOOL YEAR	EXISTING PERSONNEL FUNDING	ADDITIONAL FUNDING NEEDED
Half-time transportation supervisor	3.9	210	\$20,000	\$4,300	\$15,700
Part-time office manager	4	190	\$9,700	\$0	\$9,700 *

Source: Tidwell and Associates, February 2015.

*The hours for this function may already be funded in the drivers' minimum 30 hours each week provision.

The cost of this staffing change is estimated to be \$25,400 per year, \$127,000 over the next five years.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Half-time transportation supervisor	(\$15,700)	(\$15,700)	(\$15,700)	(\$15,700)	(\$15,700)
Add part-time office manager	(\$9,700)	(\$9,700)	(\$9,700)	(\$9,700)	(\$9,700)
Total Costs	(\$25,400)	(\$25,400)	(\$25,400)	(\$25,400)	(\$25,400)

FINDING

The transportation program does not have a facility and driver recognition or support program.

The school bus drivers as a group voiced that they are not recognized and supported by the schools or the district office. Drivers and the aide are not formally recognized by district and school staff. They are not required to wear standardized uniforms nor are they provided recognition patches that could show their years of service and, potentially, recognize accident-free performance. Additionally, they need equipment to inspect their bus and maintain important reference materials, and supplies for keeping their vehicle clean.

Other than the required 10 hours of SCDOE training annually, the drivers voiced a concern that there is no on-going training. The drivers requested updating their training on how to deal with student behavior issues and transporting students with disabilities. The drivers also had limited knowledge of procedures to manage roadway impediments, a process established by the SCDOE and available to all drivers by the SC Department of Transportation.

In addition to their salary, drivers receive one additional financial payment from the district. Every two years, drivers are reimbursed the expense of getting their required CDL medical exam. This is an appropriate practice. The BCSD 19 does not reimburse driver applicants for the 40 hours or more it takes to complete the SCDOE training to become a fully trained and licensed school bus driver. Other districts in South Carolina have found that reimbursing drivers to get them trained and certified is necessary to attract new drivers. The district should consider this practice.

Every district function needs a location to identify as its home base; school transportation is no exception. The review team saw evidence repeatedly of the need for the school transportation staff to have a facility of its own. Without a facility the drivers have no place to report to work, no place to report that their route is finished, no place to turn in their pre- and post- trip inspection

forms, no place to file a request for bus repair, no convenient place to complete personnel and timesheet documents, and no place to meet and talk together and communicate with parents. They have no home.

TIER 1 RECOMMENDATION

Recommendation 6-3:

Develop and implement a school bus driver and aide recognition program, provide continuous training, and improve transportation facilities.

The school transportation program needs a designated permanent space for its operation with a recognized address. This space should be near or within walking distance of the bus parking area and have a computer (one that will run the required SCDOE software), fax and phone linkages; the space needs office and training equipment for the transportation supervisor, nine drivers (eight regular and one substitute) and aide. This will allow the program to have a permanent location for drivers to receive assignments, file their time record, report to before and after work assignments, and to house program records such as daily vehicle inspection documents. The drivers need a space to rest between routes, the program needs space for training, and the drivers need a phone in a private area for communicating with parents and restroom facilities. The SCDOE has a vacant school bus maintenance shop located next to the bus parking area (see **Exhibit 6-9**). This facility has been closed by the SCDOE for several years and they have no plans to reopen it. The SCDOE has a practice of leasing school bus shop property to school districts for a nominal fee of \$1. The district should contact the SCDOE to negotiate the use of the bus shop facility as a transportation office and bus washing and maintenance area.

The drivers reported that they see limited support for school transportation by the school and administrative staff. The district needs to celebrate school bus safety week and school bus drivers' appreciation week. The district should also participate in the annual "Love the Bus" program sponsored by the American School Bus Council. Without a permanent location they feel they are not really recognized as a district program. The frequent change in their leadership also adds to this feeling of being less than a recognized program. The drivers did talk about the jackets and tee shirts they had been given but felt that they need to be issued a uniform or vest that they would wear at all times on duty to identify them as district employees and bus drivers. The use of a vest with reflective materials would also help safely identify them when in traffic. They are in need of supplies to perform pre- and post-trip inspections (flashlight, protective notebooks, and inspection check sheets) and to keep the bus clean (disinfectant wipes and easy access to washing area and supplies).

IMPLEMENTATION PLAN

1. The administrative and school staff should periodically ride with school bus drivers to show their support.
2. The district could create a School Bus Drivers Safety Committee made up of drivers and school personnel; the committee should meet regularly to discuss safety and work issues. The committee should generate a report that is presented to the transportation supervisor, then to the superintendent, and annually to the school board.
3. The transportation staff should establish a service rewards program for bus drivers and aides. Recognition events could occur during national school bus safety week, school bus driver appreciation week and "Love the Bus".

- | |
|---|
| 4. The transportation staff should ensure that each bus driver has the needed supplies (working flashlight, notebook of procedures, forms and regulations/policies and bus cleaning materials, broom and disinfectants). |
| 5. The transportation staff should authorize a uniform that identifies personnel as a district employee. The uniform could be a shirt, jacket or reflective safety vest and include requirement that the school bus drivers and aides wear their uniform at all times while on the payroll. |
| 6. Provide adequate facilities including a restroom and training/office space. This may be possible by contacting the state superintendent of education and requesting the lease of the Blackville School Bus Maintenance Shop facility and property. |

FISCAL IMPACT

The following are minimal job related supplies the BCSD 19 should provide in support of the school transportation program and to the school bus drivers. The cost for the first year is \$1,300 and \$1,150 for each year thereafter. The total cost for five years is \$5,900.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Bus driver recognition program	(\$400)	(\$400)	(\$400)	(\$400)	(\$400)
Purchase supplies	(\$700)	(\$700)	(\$700)	(\$700)	(\$700)
Purchase vests	(\$200)	(\$50)	(\$50)	(\$50)	(\$50)
Correct facility needs	-0-	-0-	-0-	-0-	-0-
TOTAL SAVINGS/COST	(\$1,300)	(\$1,150)	(\$1,150)	(\$1,150)	(\$1,150)

6.3 Routing, Scheduling, and Payroll Accountability

FINDING

The district provides excessive hazardous transportation service within the walk zones to bus stops and to schools.

This finding could also be considered a commendation because the level of service provided by the district provides more safety for students. Students are being transported by bus instead of walking to the bus stop or school. However, BCSD 19 is providing more of this service than it can afford; traffic hazards to walking students are limited to a few roads and intersections. School districts usually provide hazardous transportation service to students when, for traffic safety reasons, students need to ride the school bus instead of walking to and from school. The BCSD 19 should reduce this service to a level consistent with traffic safety needs.

Hazardous transportation service is provided by school districts typically for young students that cannot be accompanied by students over 11 years of age or adults and in locations of traffic safety concern. Traffic safety concerns include students having to cross railroad tracks or major roadways or walk along traffic-ways without the availability of sidewalks or road shoulders that allow for a safe walking path.

The review team also received a number of comments about the valuable service the districts provides in the adoption and enforcement of a policy that no student second grade or younger

can be released from a school bus unless a responsible person is visible to the driver. The drivers talked about how faithful they are to this policy.

The transportation office has a strong partnership between the school bus drivers and parents. Bus drivers know their student riders and provide support to parents when needed. The district has a policy and practice to not leave young students without adult supervision. The district is commended for its compassion in wanting to pick students up who would have to walk (by state law) more than three tenths of a mile to their bus stop; however, due to financial constraints and state regulations, they need to redesign and rethink their hazardous transportation services for students.

COMMENDATION 6-A:

The district has a strong partnership between the school bus drivers and parents.

COMMENDATION 6-B:

The district provides an exceptional level of transportation services to a high number of students that must walk to their bus stop or school.

TIER 1 RECOMMENDATION

Recommendation 6-4:

Develop and adopt a revised hazardous transportation service policy and procedures for all potential walk distances and have it administered by the transportation supervisor.

The district should establish a hazardous transportation policy clearly delineating the circumstances for which the district will provide hazardous transportation service to a student. This policy should only be based on traffic safety standards for students. The policy should be presented to the school board for adoption and administered by the transportation supervisor. Appeals to the decision of the transportation supervisor should be heard by the school board.

Exhibit 6-7 shows hazardous transportation expenditures for peer districts. As the exhibit documents, BCSD 19 is providing an excessive level of hazardous transportation service. The creation and implementation of a strict policy based on safety standards should eliminate more than 75% of the existing \$13,635 hazardous transportation expenses while providing the service to students only where it is truly necessary.

**EXHIBIT 6-7
PEER DISTRICT DATA FY 2014-15
HAZARDOUS TRANSPORTATION COSTS**

DISTRICT	BUSES OPERATING	HAZARDOUS SERVICE COSTS
BCSD 19	7	\$13,635.00
Clarendon 1	11	\$ 702.00
Barnwell 45	21	\$ 1,310.40
Hampton 1	18	\$ 4,146.20
Hampton 2	11	\$ 1,360.80

Source: BCSD 19, March 17, 2015 and the SCDOE March 2015.

IMPLEMENTATION PLAN

1	The transportation supervisor should request a copy of similar hazardous transportation policies from other South Carolina districts.
2	The transportation supervisor should edit selected policy to best fit the safety needs of the BCSD 19 and submit the policy for review and endorsement by the superintendent.
3	The superintendent should submit the policy for adoption by the school board.
4	The school board should adopt the policy and direct the transportation supervisor to implement the policy.
5	The transportation supervisor should cause the approved policy to be implemented with the beginning of SY 2015-2016, following extensive communications with school personnel, students and parents explaining the new policy.

FISCAL IMPACT

Based on the new hazardous transportation policy adopted by the BCSD 19, the district will be able to reduce costs by \$9,635 while continuing to address the need (estimated at \$4,000). The district should save \$9,635 per year or \$48,175 over a five year period should they choose to implement the recommendation.

DISTRICT	EXISTING HAZARDOUS SERVICE		TYPICAL LEVEL OF HAZARDOUS SERVICE	HAZARDOUS TRANSPORTATION SAVINGS/YR.
	MILEAGE COSTS/YR.	BUS DRIVER SALARY COSTS/YR.	PROPOSED EXPENDITURE	
BCSD 19	\$10,963.80	\$2,671.20	(\$4,000)*	\$9, 635

**The proposed expenditure provides a minimum amount of funds to respond to hazardous transportation services where justified by the BCSD 19 new policy.*

Source: BCSD 19 Hazardous Transportation Data, March 17, 2015

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Eliminate excessive hazard services	\$9,635	\$9,635	\$9,635	\$9,635	\$9,635
TOTAL SAVINGS	\$9,635	\$9,635	\$9,635	\$9,635	\$9,635

FINDING

The method used to create driver timesheets should be revised.

The review team talked with the former transportation supervisor, who is the person assigned the duty of creating the timesheets for the drivers. He was very helpful in explaining how the process is done, but was not sure who designed the method used. In talking with other BCSD 19 staff, it was clear that only this one staff member assigned to creating the driver timesheets understands how the timesheets are created and calculated.

The past transportation supervisor explained that the existing process was handed down to him when he was assigned the duty nearly four years ago. He is not sure who the originator was.

The past transportation supervisor explained the timesheet methodology in great detail. The process is different for full-time and part-time versus substitute drivers. The full-time and part-time drivers have their timesheets calculated at the beginning of the school year based on the route plans and the substitute drivers have their timesheet created each pay period based on the amount of actual drive time. The following is a step-by-step description of the timesheet process for the full-time and part-time drivers.

At the beginning of each school year, school bus route plans are created to service all students qualified to ride the school bus and to access all programs authorized by the district. These route plans generate a route description document (the R-16 required by the SCDOE) for each route. The district operates 25 routes; each route has a route description document. These R-16s show the route number, the vehicle and driver assigned, the start and end time of each route, the location and estimated time of each stop (pick-up and drop-off), the description of the route path (all the road turns), and the route miles. The route number will determine if it is a special needs route and whether the route requires an aide or other personnel on the bus.

The route description and associated summary documents are used to determine how many hours each driver is scheduled to operate the bus per day with the following exception. All regular AM and PM bus routes (14 of them), are classified as requiring a minimum of two hours of driver time. This two hour minimum adjustment for AM and PM routes is calculated for each driver's daily hour total. Additionally, regardless of the number of hours calculated by the method described above, all full-time drivers receive a minimum of 30 hours of base pay per pay week. Drivers are scheduled to work 180 days during the school year. The amount of hours the driver is calculated to work each day is multiplied times 180 days generating the total annual hours for the driver. The annual amount is divided by 20; there are 20 pay periods in the school year, resulting in the amount of base driving hours shown on each timesheet for a driver. A typical pay period will have 10 to 12 work days.

Substitute drivers are paid according to a timesheet that is completed each pay period by the driver and confirmed by the supervisor.

The district also gives the drivers 22 hours of soft or administrative time for the 180 day school year. This 22 hours is divided by the 20 pay periods and is added to the base pay hours on each driver's timesheet. The administrative time is equal to 1.1 hours of time per pay period.

The total of the driver base hours and the administrative hours are multiplied by the driver's hourly pay rate to generate the base pay for the pay period. Separately, any additional hours of driving time during the designated pay period for special trips are recorded on the timesheet. These are driving hours that are in addition to the regular hours associated with the 25 daily routes. These special trips could be field or activity trip driving or driving authorized by the transportation supervisor for some other purpose. The drivers are paid a flat \$10.00 per hour for these activity type hours. The driver's gross pay equals the base pay added to the pay for special trips.

The following are key elements of the driver pay plan:

- driver pay calculation begins with the route times shown on the route documents created at the beginning of the school year (these are documents must be submitted to the SCDOE by October 15th each year, they are required by Section 59-67-480 of state statute and State Regulation E);

- for pay purposes all AM or PM regular routes are given an hourly value of at least two hours.
- regardless of the above calculations, full-time drivers are granted a minimum of 30 hours per pay week (this is an average of five hours per day).
- the minimum of 30 hours per week for each of the four full-time drivers assures that these drivers receive benefits.
- part-time drivers are paid based on the route times and the two hour minimum for AM and PM routes. Three of these drivers also receive benefits because they are full-time district employees working other jobs.
- substitute drivers are paid using a timesheet that reflects the actual hours the driver operated a bus each day. AM and PM routes are worth a minimum of two hours; and
- the drivers receive 1.1 hours of administrative time each pay period, this is the 20 part share of the 22 hours of annual administrative pay for each driver. The 22 hours annually of administrative time is for duties such as inspecting the bus, doing reports, cleaning the bus interior and exterior and communicating with parents.

Concerns about the payroll method include:

- the route plan documents, even as late as April 2015, do not truly reflect actual drive time therefore they should not be used to calculate work hours unless they are correctly developed. Correct and constantly updated route plan documents will be possible with the staffing recommended in this section;
- the method does not truly reflect the number of hours actually worked by full-time and part-time drivers;
- the use of the two hour minimum for the six AM and PM routes regular/special needs routes is a practice that helps attract drivers because it guarantees at least two hours pay for these routes. This practice is only beneficial to part-time and substitute drivers. The guarantee of a minimum of 30 hours per week for full-time driver eliminates the value of the two hour minimum for these drivers;
- each driver is given the same amount of administrative time even though some drivers operate many more routes than other drivers. Each time a route is run the driver should spend time doing a pre- and post- inspection. These are safety practices that require the driver's time before and after each route if done correctly. The existing pay is unfair and does not encourage the driver to complete the administrative functions, therefore it does not support the purpose of giving administrative pay. Administrative time is payment for job duties that are linked directly to the number of routes and students served;
- administrative time should equal at least one hour each day for a driver operating one morning and one afternoon route. These two routes will require the driver to complete a pre- and post-trip inspection for each route. These inspections alone will take the driver a total of 32 minutes. The present practice pays for only about 10 minutes per day;
- based on the route plan data the district provided, only two of the district's four full-time drivers who receive a minimum of 30 hours pay a week, are actually working near the required five hours per day. The other two full-time drivers are driving routes that only require drive times of less than two hours and thirty minutes per day. These two drivers could be driving other routes that have drive times of up to two hours during the day without costing the district; and
- the review team was not able to determine how much overtime is paid. However with proper scheduling of driver time overtime should be avoided, certainly no more than two hours per week.

TIER 1 RECOMMENDATION

Recommendation 6-5:

Establish a driver and aide compensation plan that provides verification of work hours, that is fair to all drivers, encourages retention and recruitment, and includes reasonable pay for administrative duties.

The compensation plan and the method for creating the timesheet should be formally established by the transportation supervisor and the finance director. This plan and process should be reviewed and endorsed by the superintendent, and submitted to the school board for approval. Copies of the approved documents should be on file with the transportation supervisor, finance director and benefits coordinator.

The plan and process should accurately account for driver route time (driving time) and all other administrative or soft times.

Implementation of this recommendation should result in cost savings to the district and greater efficiency in maintaining payroll records and payments accuracy. The district should move forward with plans to implement a payroll system that requires drivers to clock-in and out of work and to identify themselves when doing so. This will require that the drivers have an office setting and a system to check-in and out of work. The district is encouraged to check with the Lexington 4 about the system they are installing. This system data (much like a time-clock), instead of the route plan generated data, should be used to calculate the payroll. The pay system should include a school bus driver and aide compensation plan. This plan would include:

- a detailed salary scale for regular school bus drivers, school bus aides, substitute school bus drivers and other office staff;
- a detailed explanation of how the drivers and aides time will be calculated using the new time system;
- a listing of administrative duties (soft duties) for each position and exactly how many minutes is allotted per day, route or week;
- how the driver and aides will verify that these duties have been completed;
- supplemental pay for drivers of buses serving students with disabilities;
- what additional expenses the drivers will be reimbursed for (certification and licensure, medical exams);
- how activity trip time will be calculated and what special administrative time is allowed for these trips; and
- job descriptions for each position in the office of transportation.

After the routes are revised to improve efficiency and the new pay system and compensation plan implemented, the estimated savings may be diminished because full-time drivers are guaranteed a minimum of 30 hours per week regardless of the number of route hours operated. These drivers should also be paid five hours of administrative or soft-time each week which helps insure the minimum of 30 hours of work time is reached each week. In no case should the district reduce this minimum of 30 hours and not pay five administrative/soft-time hours per week.

To ensure that the route plan and schedule are the most efficient and effective, the district transportation supervisor should contact the SCDOE and request a complete route plan audit.

The SCDOE provides this service free of charge. If the resulting recommendations are implemented the district will save additional driver salaries.

IMPLEMENTATION PLAN

1. The district should proceed with the creation of the documented compensation plan and pay system process.
2. The superintendent should review and endorse the documented plan and process and gain school board approval.
3. The transportation supervisor should request the SCDOE conduct a route audit.
4. The BCSD 19 should implement the plan and process, the timesheets should be created by the transportation supervisor.

FISCAL IMPACT

A sample compensation plan can be obtained from other districts in South Carolina. The BCSD 19 staff can take this sample plan and make changes to fit the needs of the district. The superintendent should assign a staff person to work with the past transportation supervisor to document the existing timesheet creation process. The transportation supervisor should be part of this process, this will help him be educated in the procedure so that he can do this duty beginning August 2015. Once the new plan and timesheet procedure is finalized they need to be adopted by the superintendent. This work will require staff time but no out-of-pocket expenditure. The proposed plan will cost \$3,400 each year, with a five year cost of \$ 17,000.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Compensation plan and timesheet procedure	\$0	\$0	\$0	\$0	\$0
Better use of full-time drivers	\$8,000	\$8,000	\$8,000	\$8,000	\$8,000
Increasing administrative time for drivers	(\$11,400)	(\$11,400)	(\$11,400)	(\$11,400)	(\$11,400)
TOTAL COST	(\$3,400)	(\$3,400)	(\$3,400)	(\$3,400)	(\$3,400)

6.4 Activity Bus Fleet Size

FINDING

The district has too many activity buses, thus increasing the cost of transportation services.

A review of the use of the activity bus fleet documents that the district has too many activity buses and the district is not adequately using the fleet available.

The review team conducted an analysis of the daily use of the activity bus fleet over a 30 day period. **Exhibit 6-8** shows the activity fleet. During the 30 day period only two buses were used on any given day. There was not a day that the 1996 and the 2006 model buses were used at the same time. The small Type A 2000 model bus is used most frequently. The 2006 Bluebird bus was not used during most of February 2015 because of repair issues. The district also has access to permit state owned buses for activity trips. The use of SCDOE buses is by far the least expensive way for the district to offer activity bus service.

The analysis showed that the district could have served all activity trip needs with two district activity buses. In cases when more than one bus is needed at the same time the district can use one or two state permitted buses to supplement the fleet. The district only needs one large district activity bus.

The analysis showed that the district only needs one large activity bus for activity trip services. The 1996 Blue Bird Type C should be sold.

**EXHIBIT 6-8
ACTIVITY BUS FLEET
BCSD 19**

LIST #	YEAR	MAKE	BODY TYPE	SEATING CAPACITY
1	1996	Blue Bird	Type C Activity Bus	66
1	2000	Blue Bird	Type A Activity Bus	14
1	2006	Blue Bird	Type D Activity Bus	66

Source: BCSD 19 Office of Transportation, March 17, 2015.

The district's 2006 Blue Bird bus is very expensive to operate and does not address all the district's student transportation needs. During the past year the district expended \$21,452 on maintenance and repair of this bus. The bus is only worth about \$15,000, maybe a few thousand more because of the newly rebuilt engine. If the bus has further major repair problems the district should consider selling this bus and purchase a similar size activity bus that also has a lift and at least one wheelchair position. Permitting a state bus that has a lift is an option but state buses are not always available.

TIER 3 RECOMMENDATION

Recommendation 6-6:

Dispose of the 1996 model activity bus.

This recommendation should result in disposing of the 1996 Blue Bird bus. Although not a primary recommendation, the district should consider disposing of both the 1996 and 2006 buses and replace these buses with a lease/purchase bus that is new or nearly new that has a lift and at least one wheelchair position.

IMPLEMENTATION PLAN

1	The director of finance and transportation supervisor should prepare a bus disposal plan and recommend to the superintendent for review and approval.
2	The superintendent should submit the recommendation to the board for review and approval.
3	The school board should review and approve the recommendation.
4	The director of finance and transportation supervisor should sell the excess vehicle.

FISCAL IMPACT

If the district decides to sell both buses and purchase a new bus, the district should purchase this bus from the state contract provider with the lowest price. To save money, the district

should purchase a Type C bus with at least 33 seats, a lift, and one wheelchair position. The state is now working on bidding bus purchases for the period from July 1, 2015 through June 30, 2018. A contract should be awarded by August 2015.

The 1996 bus has an estimated value of \$2,000. In addition, the district will also save the cost required to maintain, inspect and insure the vehicle, estimated at \$2,000 per year. The district is estimated to save \$4,000 the first year and \$12,000 over five years should they choose to implement this recommendation.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Sell the 1996 activity buses	\$2,000	\$0.00	\$0.00	\$0.00	\$0.00
Saved insurance/ maintenance expenses	\$2,000	\$2,000	\$2,000	\$2,000	\$2,000
TOTAL SAVINGS/COST	\$4,000	\$2,000	\$2,000	\$2,000	\$2,000

As stated above, the district does have the option of selling both the 1996 and 2006 model buses and purchasing a new, or nearly new, large activity bus that has the size and equipment to serve a classroom of students, with one student in a wheelchair. This vehicle can be lease/purchased over the next ten years for about \$9,000 per year. The district would own the bus at the end of the ten-year lease period. The bus can be purchased with a five-year warranty to help assure no major maintenance costs in the first five years.

6.5 Operations

FINDING

The district is not purchasing fuel at the lowest available price.

Fuel is now being purchased from a private company and not through the state contract vendor or the SCDOE. BCSD 19 purchases ultra-low sulfur diesel and other fuels for district vehicles, including the activity buses, from the Corner Stop in Blackville.

Fuel could be purchased from the SCDOE and/or through the use of the state fuel card system. The savings for the ultra-low sulfur diesel fuel and gasoline purchased per gallon should exceed \$0.35 per gallon (see **Exhibit 6-8** shown below). The district should also note that fuel for school bus use is exempt from nearly all state and federal fuel highway use taxes.

TIER 1 RECOMMENDATION

Recommendation 6-7:

Purchase all fuel via the state contract or SCDOE.

Implementation of this recommended action should save the district excess cost of current purchasing practices. The district should set up an account with the State Fleet Management Office and receive fuel cards for each vehicle for the purchase of gasoline and diesel fuel. These purchases will continue to be from the local fuel retail stations in Blackville. If purchasing at other locations there are hundreds of fuel stations statewide that accept the state fuel card. The district should purchase ultra-low sulfur diesel (ULSD) fuel from the SCDOE. The SCDOE

will deliver the fuel directly to the district owned buses while they are parked at the district parking lot. Should fuel be needed at locations other than Blackville, the state fuel card can be used at fueling locations across South Carolina for the diesel fueled buses. The cost savings generated by this change will be substantial.

The following actions should be taken by transportation staff:

1. The district finance director should contact the State Fleet Management Office, (803) 737-1611, Lindsay Wood, and set up an account for the district to purchase fuel using the state fuel card. The district will be issued a fleet number.
2. State Fleet Management Office will then direct the district finance director to contact Mansfield Oil Company, the state's contract fuel supplier, to set up an account and be issued a fuel card for each vehicle that will receive fuel. Purchasing gasoline using the fuel card will save the district an estimated \$0.26 per gallon compared to the cost of purchasing the same fuel from the same local service station.
3. Purchasing the ultra-low sulfur diesel fuel should be arranged with the SCDOE. A second option would be to use the state fuel card. The district director of finance should contact the SCDOE to set up an account for the purchase of ULSD fuel. Once the account has been verified the district would contact the County Supervisor (Rob Rickenbacker) at the Orangeburg School Bus Maintenance Shop and set up the procedure for ordering and receiving ULSD fuel deliveries. The savings for the district on average will be an estimated \$0.68 per gallon compared to the experienced cost of purchasing the same fuel from the same local service station. Purchasing the ULSD fuel using the fuel card will save on average about \$0.38 per gallon.
4. Purchase gasoline or ULSD fuel as needed using the card at any authorized station or order ULSD fuel from the SCDOE, allowing one to three days for delivery.

IMPLEMENTATION PLAN

1. The director of finance and transportation supervisor should request that the superintendent approve the above described changes in fuel purchasing practices.
2. The superintendent should approve the change and advise the school board of this change.
3. The director of finance should contact the State Fleet Management Office and the SCDOE and make the necessary arrangements for purchasing fuel.
4. The transportation supervisor should order ULSD fuel as needed from the SCDOE and place a fuel card in each school activity bus and instruct drivers in its use.
5. The director of finance should issue the fuel cards for other district vehicles to the appropriate staff person. These employees would need to be trained in the cards' use.

FISAL IMPACT

As shown in **Exhibit 6-9** the district could have saved \$1,613 in FY 2013-2014 for fuel purchased for school buses. There would also be similar comparable savings for fuel purchased for other district vehicles (the review team did not collect fuel purchase data on non-bus vehicles and therefore was not able to calculate the savings). However, the district does operate seven gas powered vehicles/equipment: a driver's education car (1995 Buick Century); a maintenance truck (2008 Ford F150 Truck); and five pieces of maintenance equipment (one tractor and four mowers). It is estimated that these seven vehicles/equipment would use an additional 1,100

gallons of fuel and generate an additional savings of \$286. Adding the potential saving of these additional vehicles, the BCSD 19 annual savings for all fuels would be \$1,813, or \$9,864 over a period of five years.

**EXHIBIT 6-9
GASOLINE & ULSD DIESEL FUEL SAVINGS FOR BUSES**

FUEL TYPE	ESTIMATED GALLONS PURCHASED	CORNER STOP FEBRUARY 2015 AVERAGE PURCHASE PRICE	STATE FUEL CARD PRICE	SCDOE PRICE	POTENTIAL SAVINGS PER GALLON	VALUE TO BCSD 19
Gas	1,100	\$2.19	\$1.93	NA	\$0.26	\$286
ULSD	2,250	\$2.80	\$2.42	\$2.12	\$0.68	\$1,527

Source: BCSD 19 March 18, 2015 and Daily Fuel Price tables provided by the B&CB on line at <http://www.mmo.sc.gov/PS/agency/PS-agency-fuel-prices.phtm>

The first year of the fuel purchase recommendations would save \$1,813, with a five-year savings of \$9,863.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Purchase fuel from state contract provider ultra-low sulfur diesel	\$1,527	\$1,600	\$1,650	\$1,700	\$1,750
Purchase gasoline using fuel card	\$286	\$300	\$325	\$350	\$375
TOTAL SAVINGS	\$1,813	\$1,900	\$1,975	\$2,050	\$2,125

FINDING

Vehicle maintenance, repair, and inspection costs are excessive.

The maintenance, repair, and inspection of the district owned school buses (activity buses), as previously presented in **Exhibit 6-9**, are being purchased from a local vendor. The review team evaluated the repair costs for these three vehicles to determine if savings were possible. The cost of these services, especially for the 2006 school bus, was a specific concern of the BCSD 19 superintendent. The team reviewed all maintenance, inspection and repair activities and the related costs for the three buses for the past twelve months. A number of concerns were found, including:

- Cost for inspections were nearly double the cost of competitors (\$350 higher).
- Cost for some replacement parts were 42 percent higher than competitors (example - \$42 higher per battery).
- The cost of towing services were 25 percent higher than competitors (\$250 higher).
- The district has no preventive maintenance program.
 - The expense to operate the 2006 bus during the last twelve months was \$21,452. The purchase price of this vehicle was \$70,872. This vehicle is only eight years old and should not need the excessive repairs required. The bus in February 2015 had its engine rebuilt (\$11,354), air compressor (\$1,402), and turbo replaced (\$1,818). These are repair items that would be expected after 15 years of service.
 - The 2000 bus was found to have no oil during a service call on December 12, 2014.

- Repetitive repairs or services did occur and can be avoided.
 - The 2006 bus received two batteries (this bus requires two batteries) on January 14, 2015 (\$279), and then another two batteries on February 11, 2015 (\$259). There is no justification for the charges for the second set of batteries.

The review team found many other repairs and service charges that are questionable.

TIER 1 RECOMMENDATION

Recommendation 6-8:

Establish a preventive maintenance program and competitively bid all maintenance, repair, and inspection services.

The district should assign the job of providing preventive maintenance checks on the three district buses on a weekly basis to an employee or a contractor; time permitting, this could be added to the transportation supervisor’s duties. The preventive maintenance process should begin with a pre- and post- trip inspection by each driver each time the vehicle is used. These inspections should be recorded and submitted to the transportation supervisor. The supervisor should review these inspection reports to identify any repair or maintenance issues and refer them to the appropriate person to be resolved. The second phase of inspection should be done weekly by the person or contractor assigned the vehicle maintenance task. This person should also be responsible for the preventive maintenance on the other seven district vehicles/ equipment. The district should consider contracting with the SCDOE, or an off-duty SCDOE mechanic, to perform these duties. State law allows the districts to contract for this service with the SCDOE.

The major repair and inspection of the district’s vehicle should be competitively bid. There are other qualified firms in South Carolina that can do this work at much lower cost.

Before incurring a repair expense that is more than 20 percent of the vehicle’s value, which was the recent case with the 2006 bus, the district should consider selling the vehicle/equipment and purchasing a replacement (see recommendation 6-6). Used school buses can be purchased that are less than five years old for less than \$20,000. The SCDOE purchased used buses from Louisville, Kentucky, that were eight years old for less than \$3,000 each. This purchase occurred over seven years ago, the buses have been running daily since then, and are still operating without engine failure.

IMPLEMENTATION PLAN

1. The superintendent should authorize the funding of a preventive maintenance program.
2. The superintendent should direct the appropriate district staff person to search staff resources to determine if an employee with the training to do preventive maintenance services exist. This person must have the training/experience needed to do the job duties of a Mechanic I for the SCDOE. If so, this person should be assigned the preventive maintenance duties. This must be done assuring that this person has at least one-half day each week to perform the preventive maintenance duties.
3. If no staff resources are available the superintendent should direct the director of finance to find a contractor to perform this one-half day a week duty. The director of finance should first investigate contracting with the SCDOE, or an off-duty SCDOE certified mechanic.

4. The director of finance should negotiate the preventive maintenance contract.
5. The employee assigned these duties or the contractor are required to have their own tools to conduct the preventive maintenance services.
6. The director of finance should bid all future repairs, services or inspection that are estimated to cost more than \$200 on any of the district's fleet.
7. The director of finance should contact nearby districts to determine who they use for these services. Specifically, Lexington County School District Four should be contacted.

FISCAL IMPACT

The categories and amounts shown in **Exhibit 6-10** are only examples of potential savings. Those shown add up to nearly \$2,000. These examples only begin to show possible savings. A preventive maintenance program could have avoided the district spending \$17,000 to put the 2006 bus back into service and would avoid many of the maintenance expenses associated with no oil or debris clogged fuel filters and water separators.

EXHIBIT 6-10 POTENTIAL SAVINGS CATEGORIES BCSD 19 VEHICLE/EQUIPMENT FLEET

CATEGORY OF SAVINGS	COST		ESTIMATED SAVINGS	FREQUENCY	TOTAL
	PAST 12 MONTHS	AVAILABLE PROVIDERS			
Inspections Type A	\$600	\$250	\$350	1	\$350
Type C & D	\$750	\$400	\$350	2	\$700
Towing	\$750	\$500	\$250	1	\$250
Repeat Parts or Services	\$35	\$0	\$35	2	\$70
	\$53	\$0	\$53	2	\$106
	\$135	\$100	\$35	2	\$70
	\$135	\$0	\$135	2	\$270
Supplies	\$140	\$84	\$56	2	\$112

Source: BCSD 19, March 18, 2015 & an April 2015 Survey of other vendors in SC.

Should the district implement this recommendation, it should save an estimated \$13,100 over a five-year period.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Hire a preventive maintenance employee or contracting for this service *	(\$2,700)	(\$2,700)	(\$2,800)	(\$2,800)	(\$2,900)
Maintenance savings **	\$5,000	\$5,000	\$5,500	\$5,500	\$6,000
TOTAL SAVINGS	\$2,300	\$2,300	\$2,700	\$2,700	\$3,100

*This cost is calculated at \$75 per half-day, for one day for 36 weeks (the school year).

**Saving one diesel engine can save \$14,000.

FINDING

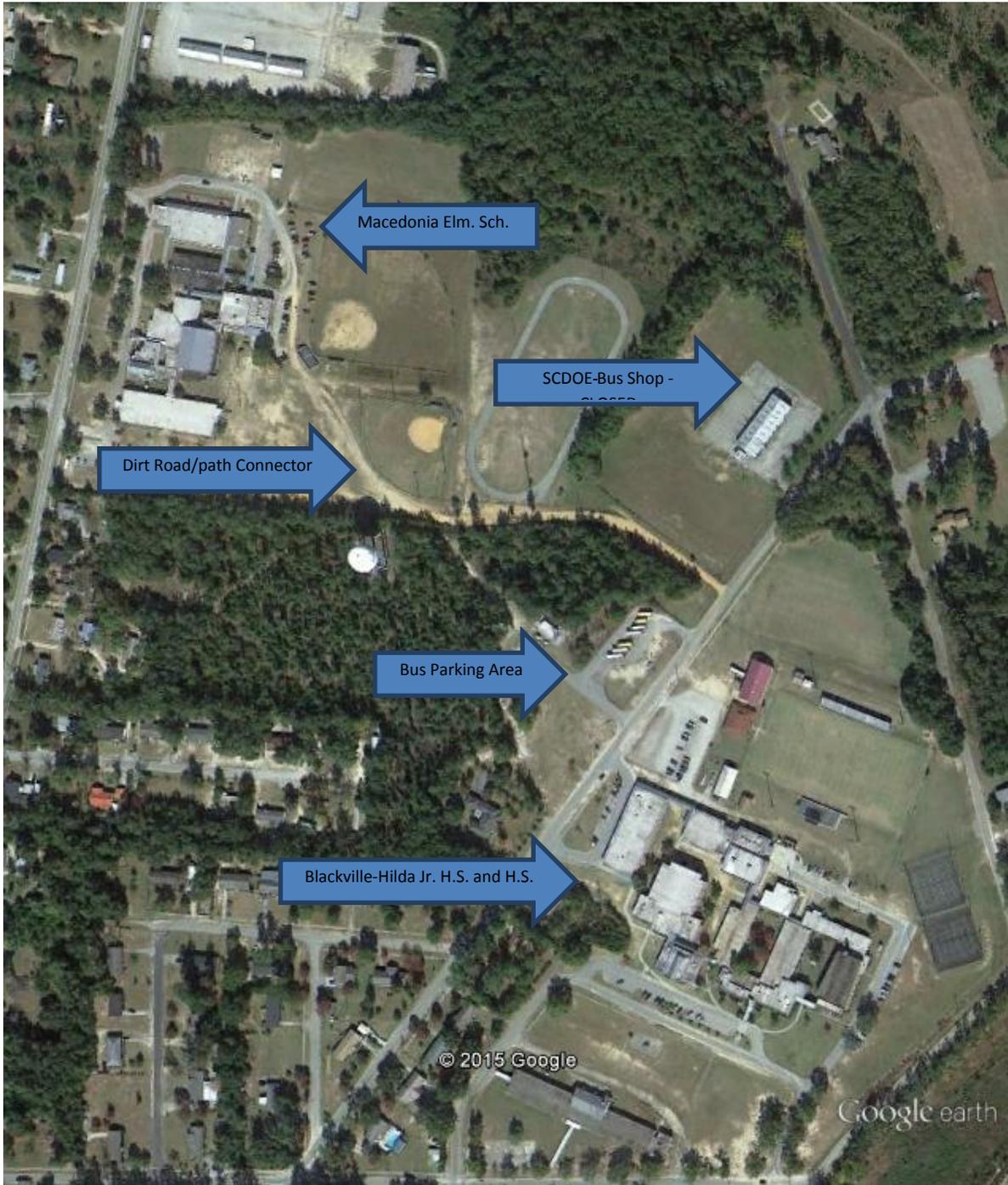
Changes are required to the unsafe traffic flow and parking practices at and through the Macedonia Elementary School campus.

The review team witnessed the traffic flow and parking practices at the Macedonia Elementary School and was very concerned by the unsafe traffic flow patterns on the school property. These concerns were supported by the findings of a recent walk-to-school safety review conducted by the SC Department of Public Safety. The concerns are associated with the traffic flow of school buses, visitors/parents, staff and delivery vehicles in and out of the campus and through the campus and how this flow intersects with students accessing the campus and walking on campus.

Exhibit 6-11 provides an overview of the campus and adjacent area including the Blackville-Hilda Junior High School and High School complex and shows the location of the district bus parking area and the SCDOE school bus maintenance shop facility(this facility is closed). This exhibit also points out a dirt road/path used by vehicles to travel between the back of the elementary school to the Jr. High School/High School complex. This road/path passes between the bus parking area and the SCDOE shop property and is used by students walking between the two school campuses and a variety of vehicles, both district and privately owned.

The traffic safety concerns at the Macedonia Elementary School are associated with how the walking students access the campus, where students walk on campus, the north entrance/exit width and the traffic flow, how the staff accesses their parking area, the location and organization of this parking area, all shown on **Exhibit 6-12**, and the dirt/path road shown on **Exhibit 6-11** that passes through the campus.

**EXHIBIT 6-11
BARNWELL 19 SCHOOL COMPLEX AND ADJACENT FACILITIES**

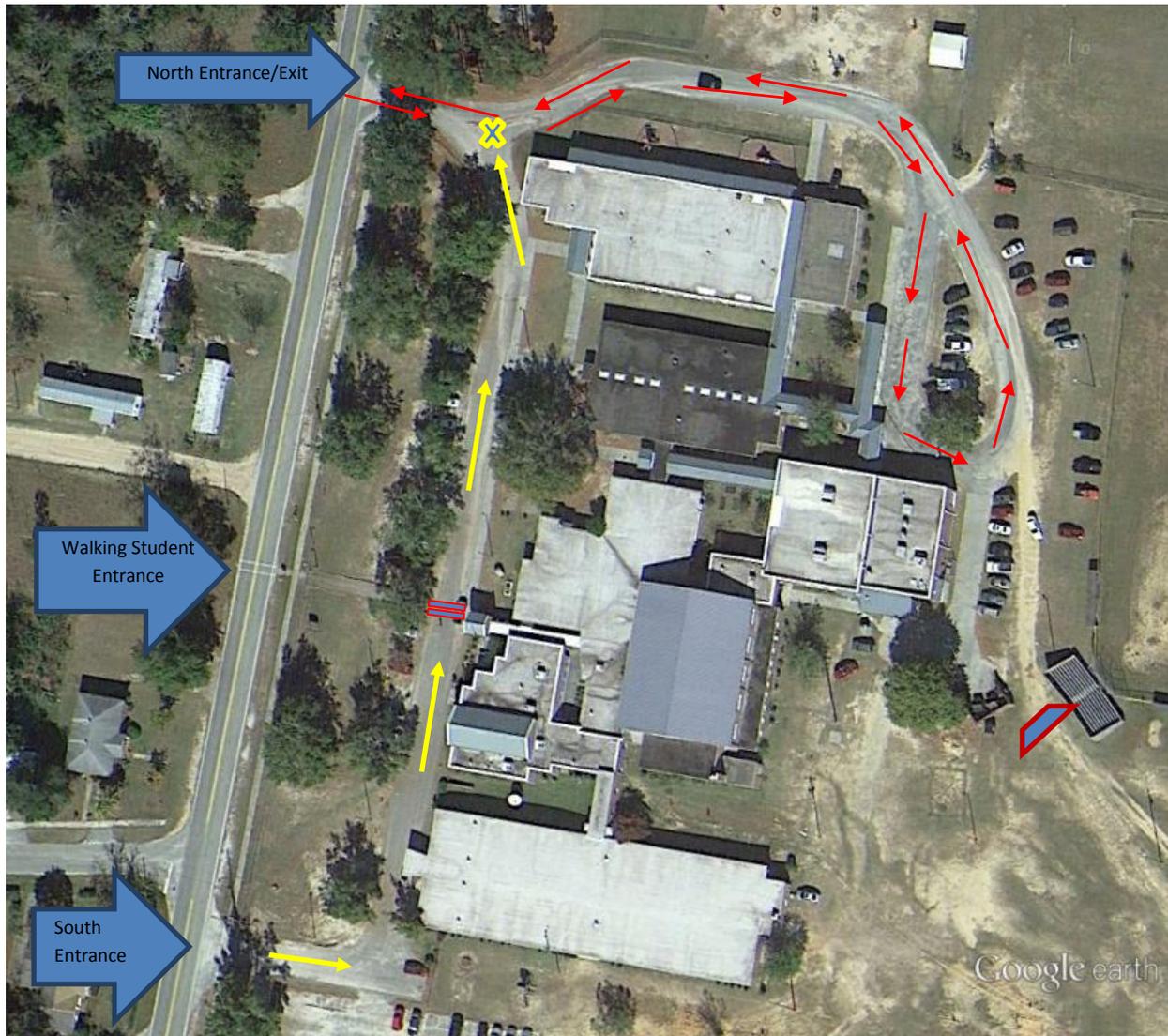


Source: Photo provided by Google Earth, 2014 image

The traffic flow shown by the yellow arrows in **Exhibit 6-12** should be limited to visitor/parent vehicles. At present the staff is using this route to access their parking. Use of this route by staff exposes the walking students to traffic flow needlessly. The staff should enter the north entrance/exit and drive directly to their parking location. The district should better organize the

staff parking location and spaces. Vehicles should not be allowed to park in a haphazard manner. Students walking through this area should be supervised at all times when cars are present.

EXHIBIT 6-12 MACEDONIA ELEMENTARY SCHOOL



Source: Photo provided by Google Earth, 2014 image.

The red arrows show the route that the school buses, staff and delivery vehicles should take to enter and exit the campus. Staff should not be allowed to park in the middle of the bus loading and unloading loop at the rear of the school. Staff parking should be limited to locations on the north and east side of the driveway, away from the school buildings and bus loop.

Exhibit 6-12 also shows a red barrier located behind the baseball stands. This is shown to point out that vehicle traffic should not be allowed to travel along this segment of the dirt road/path. Allowing this vehicle flow immediately behind the school places students in danger. The Team was advised that the maintenance and ground supervisor placed a barrier to stop this traffic flow

only to be overruled by others. The maintenance and ground supervisor was correct. If this road/path must stay open for district vehicles the road should access Jones Bridge Road by passing south of the visitor/parent parking area.

The intersection on the campus identified by a yellow X in **Exhibit 6-12** needs to be redesigned and have signage added. The traffic flow designated by the yellow arrows in **Exhibit 6-12** should be required to stop at the yellow X and only turn left. Two signs need to be installed, a stop sign and a left turn only sign. Pavement markings are needed at the stop sign location to designate where traffic is to stop before turning left and that only left turns are allowed. Landscape timbers (railroad ties) should be positioned at this intersection to encourage traffic to turn right (see yellow line in **Exhibit 6-13**).

The walking student entrance should be clearly marked and the SC Department of Transportation should be asked to pave the area between the sidewalk and the roadway in front of the school. This would invite parents to load and unload their children in this area and avoid driving through the campus. Vehicles must only be allowed to park in this area when headed in a north direction. **Exhibit 6-12** also denotes a red equals sign across the driveway at the school entrance. This area should be raised several inches, creating a speed-bump effect, and painted to show this is a student cross walk, supporting the students using the walking entrance to campus.

The following picture was taken of the Macedonia Elementary School intersection that is identified by the yellow X on **Exhibit 6-12**. The yellow line on **Exhibit 6-13** shows where the landscape timbers/railroad ties should be placed. The white line shows where the traffic stop-line should be placed. The red square shows where the stop and no left turn signs should be placed.

**EXHIBIT 6-13
MACEDONIA ELEMENTARY SCHOOL INTERSECTION REQUIRING DESIGN
IMPROVEMENTS**



Source: Team Photo, March 2015.

The district should note that there are railroad ties lying on the ground to the left of this photo that could be used to block right turns.

The Macedonia school principal should be given the responsibility to direct the staff and parents in the implementation of these safety changes, with the assistance of the maintenance and grounds supervisor. If these changes are not made the district will be facing a major liability should an accident occur or a child be injured that these changes would have averted.

TIER 1 RECOMMENDATION

Recommendation 6-9:

Redesign the vehicle traffic flow and parking at the Macedonia Elementary School campus.

The north entrance/exit to the school is incorrectly designed and needs to be improved as soon as possible. This entrance/exit is too narrow, the opening needs to be widened by at least 10 feet. This will allow for school buses to enter and exit the opening at the same time.

The signage at the north entrance/exit needs to be changed to allow school buses, delivery vehicles and staff vehicles to enter, but to strictly prohibit walking student entrance during school hours. The school staff should be assigned to monitor walking students to assure they do not use this entrance.

IMPLEMENTATION PLAN

1	The superintendent should authorize the funding of these safety changes and support the school principal to lead this improvement plan.
2	The superintendent should ask the school board to officially vote to support this plan.
3	The superintendent should direct the finance director to purchase the services and resources needed to carry out the recommended changes.
4	The director of finance should negotiate the preventive maintenance contract.

FISAL IMPACT

The financial impact of these recommendations include the costs of relocating the columns on each side of the north exit/entrance, the additional paving needed in association with the widening of the opening at the north entrance/exit, the surfacing of the area between the roadway and the sidewalk in front of the school, the installation of the walking student crossing at the front entrance of the school, the purchase and installation of the recommended signs and the proposed roadway paint markings. Many of these changes can be made with district resources. The key change agents for these recommendations will be the school principal, the transportation supervisor and bus drivers, and the maintenance and grounds supervisor. The cost for the paving projects is not included in the estimate below; and the district should ask for bids for that work.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Widening the north entrance/exit	(\$0)	\$0	\$0	\$0	\$0
Installation of timbers to direct traffic flow	(\$200)	\$0	\$0	\$0	\$0
Pavement painting	(\$50)	\$0	\$0	\$0	\$0
Traffic signage	(\$150)	\$0	\$0	\$0	\$0
TOTAL SAVINGS/COST	(\$400)	\$0	\$0	\$0	\$0

6.6 State Aging School Bus Fleet

FINDING

While the district is doing an effective and efficient job of getting students to and from school on time, the age, mileage, and resulting frequency of breakdowns must be resolved to assure an effective school transportation service.

The school buses provided by the state can be endangering the safety of students and causing students, from time-to-time, to miss instructional time.

School bus efficiency is directly related to the age of the fleet and the number of odometer miles. The older the bus and the more mileage the more likely the bus is to have a service breakdown. A January 2000 study of life cycle costs conducted by the SCDOE for Type D school buses in South Carolina indicated that 15 years should be adopted as the cycle for school bus replacement. The study also noted that school buses that accumulate mileage more quickly, such as the special needs school buses in South Carolina, should have their life cycle cost analyses based on mileage accumulation not age. That mileage limit is typically 250,000

miles. **Exhibit 6-14** presents the age and mileage for the state school bus fleet assigned to BCSD 19.

**EXHIBIT 6-14
STATE SCHOOL BUS FLEET AGE and MILEAGE ANALYSYS**

NUMBER OF BUSES	MODEL YEAR	ROUTE OR SPARE	SEATING CAPACITY	BUSES HAS LIFT	MODEL TYPE	RANGE OF ODOMETER READING MARCH 2015
4	1995	Route	78	No	D	170,088 to 259,539
1	2008	Route	65	No	C2	103,928
1	2013	Route	29	Yes	C2	32,951
1	2015	Route	66	No	C2	6,780
7	Subtotal	Route				
1	1995	Spare	78	No	D	276,014
1	Subtotal					
8	TOTAL					

Source: SCDOE April 1, 2015.

Note: Buses older than 15 years, are in violation of Section 59-67-580.

Fifty-seven percent of the district's route buses are 20 years or older. Both spare buses are older than 20 years.

TIER 1 RECOMMENDATION

Recommendation 6-10:

Document and file a request with the SCDOE for the replacement of the four school buses older than 20 years and the two spare buses.

The district should prepare a documented formal request to the SCDOE for the replacement of the four school buses older than 20 years and the two spare buses. The data should at a minimum include the following data:

- a record of the frequency of these aged state school buses causing students to be late for class or delayed getting home on time;
- a record of the number of breakdowns and associated extra driver salary costs;
- a list of the differing safety features in these buses compared to buses no older than 15 years; and
- other events that occur that are directly related to the age of these buses, such as accidents or other types of incidents.

Preparations for this should include the following actions:

1. The transportation supervisor should establish a reporting method for the drivers and a database to record this data of school bus delays that are related to the age of the

- buses including maintenance failures. The process needs to record the bus number, the date, time, location, students impacted, impact of the resulting delay and how the district resolved the delay.
2. The transportation supervisor should submit a report monthly to the district superintendent for review and submission to the school board that shows the extent of the delay problems, including how many students were not on-time for class or getting home.

State law requires that school buses be replaced on a fifteen year cycle. The statute reads as follows.

*SECTION 59-67-580. SCHOOL BUS REPLACEMENT
 (A) With funds appropriated by the General Assembly for school bus purchases, the State Board of Education shall implement a school bus replacement cycle to replace approximately one-fifteenth's of the fleet each year with new school buses, resulting in a complete replacement of the fleet every fifteen years. These funds must not be used for school bus maintenance or fuel.*

Limited purchase of school buses each year by the state has resulted in a school bus fleet that has a high percentage of buses older than 15 years. BCSD 19 has four route buses older than 20 years and two spares also older than 20 years old.

IMPLEMENTATION PLAN

1	The superintendent should instruct the finance director and the transportation supervisor to prepare the recommended report.
2	The director of finance and transportation supervisor should prepare the report and submit to the superintendent.
3	The superintendent should approve and submit the report and recommendations to the school board for review and approval.
4	The school board should review and approve the recommendations and submit the request to the SCDOE.

FISCAL IMPACT

This process can be done with little expense to the district. The resulting information will help the SCDOE support the funding of the state's school bus replacement program.

7.0 FOOD SERVICE

This chapter presents findings, commendations, and recommendations relating to food services operations of Barnwell County School District 19 (BCSD 19). The major sections of this chapter are as follows:

- 7.1 Introduction, Methodology, and District Comparisons
- 7.2 Organization, Plans, Policies, and Procedures
- 7.3 Planning, Budgeting, and Staffing
- 7.4 Management, Operations, and Qualifying Students for Free and Reduced Price Meals
- 7.5 Nutrition, Nutrition Education, and Student Participation

CHAPTER SUMMARY

This report contains the following commendations regarding BCSD food services:

- The district participates in the farm-to-school and gardening programs. (Page 7-4)
- BCSD 19 partners with Barnwell 45 to reduce the costs of food services. (Page 7-5)

Each of the chapter's recommendations is labeled Tier 1, Tier 2, or Tier 3. This refers to our team's suggested level of importance in the urgency of the implementation of the recommendations. Below is the guideline to the three tiers.

Tier 1: Greatest Impact: The district should implement these recommendations immediately to take maximum advantage of their opportunities.

Tier 2: Moderate Impact: The district should implement these recommendations as soon as practical to improve the efficiency and effectiveness of operations.

Tier 3: Minimal Impact: The district should implement these recommendations when time and funds are available as best suits the needs of the district.

BCSD 19 food services practices could be strengthened by adopting the following recommendations:

- Reduce food service labor by eight hours and eliminate a food services manager position. Tier 1 (Page 7-7)
- Eliminate overtime pay. Tier 1 (Page 7-8)
- Implement offer versus serve in the elementary school to reduce food waste and help lower food costs. Tier 2 (Page 7-9)
- Secure a contract for a point-of-sale system under the Barnwell 45 procurement. Tier 1 (Page 7-10)
- Revise the menu plan to incorporate additional entrees that will increase the variety of offerings. Tier 1 (Page 7-12)
- Increase the amount of fruit offered at breakfast to one cup daily. Tier 1 (Page 7-13)
- Implement a-la-carte programs at Blackville-Hilda junior and high schools using the same food items sold at Macedonia Elementary School. Tier 1 (Page 7-14)

Survey Results Related to Food Services

The review team administered a survey to teachers, school administrators and district administrators. Because of the very small sample size for the school administrator category (N=2) in BCSD 19, we have just one administrator category, which combines school and district administration in order to help the findings remain anonymous.

Items in this section are rated on a 5 point scale, with higher values representing greater agreement with the presented statement. Items with an average score of “4” or greater are considered areas where the district is especially effective and efficient. Items with an average score less than “3” are considered areas for improvement. Please note that items marked with an asterisk are “reverse scored” so that higher values reflect greater perceptions of efficiency and effectiveness. Complete survey results are available in **Appendix 1**.

The food services survey was overall positive, with one area scored below 3 points; teachers disagreed with the administrators and rated the appearance and taste of food served in the cafeteria as less than average and in need of improvement with a score of 2.87 points. Teachers also disagreed with food being available during weekend hours. Other areas of the review showed a consensus between the two groups.

EXHIBIT 7-1 FOOD SERVICES OPERATIONS BCSD 19 SURVEY RESULTS 2015

VARIABLE	TOTAL	TEACHER	ADMINISTRATOR
The cafeteria facilities and equipment are sanitary and neat	4.04	3.95	4.38
I find the cafeteria meals appealing and appetizing	3.00	2.87	3.75
The school breakfast program is available to all children	4.55	4.54	4.43
Students have enough time to eat	4.04	3.96	4.43
Students wait in food lines longer than 10 minutes	3.78	3.75	3.80
Cafeteria staff is helpful and friendly	3.74	3.90	3.00
Weekend provisions for food is made for needy students	2.89	2.83	3.00
The district has a summer program for feeding students	4.05	4.00	4.14

Source: Tidwell & Associates, Inc. Survey of BSD 19 Staff, 2015.

FISCAL IMPACT OF RECOMMENDATIONS

Exhibit 7-2 provides a summary of the estimated savings associated with the recommendations contained in this chapter. As shown, should the district choose to implement the food services recommendations, the district could save an estimated \$1,633,033 over five years.

**EXHIBIT 7-2
FISCAL IMPACT OF CHAPTER 7
FOOD SERVICE**

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Reduce food service labor hours; eliminate a food service manager position	\$24,227	\$24,227	\$24,227	\$24,227	\$24,227
Eliminate overtime pay	\$3,049	\$3,049	\$3,049	\$3,049	\$3,049
Implement offer versus serve in the elementary school	\$18,900	\$18,900	\$18,900	\$18,900	\$18,900
Secure a contract for a point-of-sale package	\$641,314	\$0	\$0	\$641,314	\$0
Increase the amount of fruit offered at breakfast	(\$38,556)	(\$38,556)	(\$38,556)	(\$38,556)	(\$38,556)
Implement a la carte programs at junior and high schools	\$62,460	\$62,460	\$62,460	\$62,460	\$62,460
Total Costs	(\$38,556)	(\$38,556)	(\$38,556)	(\$38,556)	(\$38,556)
Total Savings	\$749,951	\$108,636	\$108,636	\$749,951	\$108,636
TOTAL SAVINGS	\$711,395	\$70,080	\$70,080	\$711,395	\$70,080

7.1 Introduction, Methodology, and Peer District Comparisons

BCSD 19 is located in the town of Blackville, South Carolina. In 2010, 2,406 people resided in Blackville. The school district has a population of 714 students who attend Macedonia Elementary, Blackville-Hilda Junior High, or Blackville-Hilda High School. The junior and high schools are located on the same campus.

Over half of the students attending a BCSD 19 school qualify for free meal benefits without application. The district participates in the Community Eligibility Provision (CEP) Program, which was implemented nationwide in 2014 under the Healthy Hunger-Free Kids Act of 2010. The CEP Program is a part of the National School Lunch (NSLP) and School Breakfast Programs (SBP). The district receives federal reimbursements for all students participating in the programs.

The district also participates in the USDA Afterschool Snack Program (ASSP), and Fresh Fruit and Vegetable Program (FFVP). The district receives federal resources for both programs. The ASSP requires that students attending the program receive some form of enrichment or educational program to qualify for federal reimbursement. FFVP provides a fresh produce snack to students during the school day. The intent of the program is to encourage students at a younger age to try more fruits and vegetables. Students are introduced to new and exotic varieties of vegetables and fruits.

The food services department at the elementary school serves appetizing meals based on the number of parents and grandparents eating lunch with their children during holiday meals and other special events. It was confirmed in comments received from teachers and food services

workers. The middle and high school students also commented on meals served at the elementary level. The students were very open in their comments that the food served in the elementary school is far better than the meals at the junior and high school.

The primary methodologies used to review the district organization and management practices included:

- Interviews of all key district personnel including food service director, food service assistant, and students;
- Food service data provided by BCSD 19;
- A review of peer district comparison data;
- Onsite observations at various cafeterias;
- A community forum; and
- Survey results

FINDING

The food services director has implemented gardening and farm-to-school activities at the elementary school.

The district food services director has small box gardens in the school courtyard where items such as kale, broccoli, and greens are grown. During peak times of the growing season, he will visit classrooms to conduct presentations on how to prepare items grown in the garden. His presentations include a smoothie made from items in the garden. The smoothie referred to as the “green monster smoothie” is shared with students during presentations to encourage healthier eating habits. In addition, the elementary school participates in the FFVP where students are provided fresh, healthy snacks in afternoon hours.

COMMENDATION 7-A:

The district participates in the farm-to-school and gardening programs.

7.2 Organization, Plans, Policies, and Procedures

The food services director handles all day-to-day operations of the food services program. His primary role is to ensure students receive nutritious meals, and the program operates in accordance with the federal and local regulations. The director is certified as a trainer in the Hazard Analysis Critical Control Point Program. His certification will expire in November of 2017. The food services assistant prepares the menu, meal reports, time sheets and other fiscal types of documents and reports. She is very careful in her review of finances and is particularly concerned with the district’s inability to earn funding to support the program.

BCSD 19 has a food services staff of 12 employees. Two of the 12 food services employees serve as food services managers and are directly responsible for supervising the staff who work at the two district schools that serve meals.

The food services department has established policies to address food safety and other required federal and local mandates. Health inspections show “A” ratings, with very few comments. The district has a well-developed emergency management plan that provides specific information on how to respond to various threats and emergencies. The emergency

plan includes procedures to handle school closings, bomb threats, events involving student abductions, hostage, communicable diseases, and inclement weather.

FINDING

On July 1, 2007, Barnwell 19 entered into a written informal agreement with Barnwell 45 to share food services director and food services assistant positions.

Under this agreement, BCSD 19 is responsible for 33 percent of the salary and fringe benefits of both positions. The agreement also includes language for the two districts to collaborate on a bid to secure bread and milk products. Both districts are charter districts of the South Carolina purchasing alliance. The food services director and assistant are in the BCSD 19 office two days a week. However, it should be noted that they often handle issues for BCSD 19 when working at the Barnwell 45 district office.

The purpose of the agreement is to reduce labor costs associated with school food service operations. The agreement has been in place since 2007 and is favorable for BCSD 19. The district is only responsible for a third of the salaries and benefits cost, which is less than if the district had to support this alone. The annual cost of the food services director and food services assistant to BCSD 19 is \$33,308. If the district secures both positions full-time, the cost could increase to \$100,935. By sharing the services with Barnwell 45, BCSD 19 saves \$67,626 yearly.

COMMENDATION 7-B:

BCSD partners with Barnwell 45 to reduce the costs of food services.

7.3 Planning, Budgeting, and Staffing

FINDING

The BCSD 19 food service program is struggling financially.

The district does not prepare a food services budget. There is no analysis of current expenditures and revenues, nor is there a process to determine amounts required to support food operations in the succeeding school year.

The district fund covers the fringe benefits of employees working in food services. At the end of the year, if food services has available revenue, a portion of the fringe benefits is transferred to their account. In addition, food services does not pay the indirect cost.

As shown in **Exhibit 7-3**, in June, 2014, food services expenses were greater than revenues earned. The food services department can only support a small portion of the fringe benefits and is unable to support indirect cost. If the district did not pay the \$60,186 in fringe benefits for food services, the balance remaining at the end of June 2014 would be \$46,310. Food services monthly expenses average \$59,000 a month. Given this calculation it is clear that food service is struggling financially and cannot operate without the financial support of the district.

**EXHIBIT 7-3
BCSD 19 FOOD SERVICES
REVENUE AND EXPENSES FOR JUNE 2014**

Example of Revenue, Expenses, and Changes for End of June 2014	
Earnings July 2013	\$126,243.00
Revenues	\$571,757.00
Expenses	(\$591,503.00)
Retained Earnings End of June 2014	\$106,497.00
Fringe not included and paid by district	(\$60,186.48)
Earnings End of June 2014 includes fringe	\$46,310.52

Source: BCSD 19.

Although the district has agreements that help reduce costs associated with district level staffing and food and non-food products, BCSD 19 food services is unable to operate without the financial assistance of the district. Reasons or causes of the poor financial stability of the district could be the result of high labor costs, food costs, or poorly managed revenues.

The school food services industry determines how productive a food service operation is by calculating the program's meals per labor hour. As shown in **Exhibit 7-4**, BCSD 19 food services is overstaffed by 8.5 hours in the meals per labor hour column. This should be reduced to help increase revenue to support program operations. The meals per labor hour standard chart is for conventional services, where meals are prepared using raw ingredients. BCSD 19 prepares meals using both conventional and convenience foods. A large number of items are prepared from a raw state.

It should also be noted the food services department had 142.5 overtime hours for December 2014 through February 2015. The overtime occurs when food services workers remain at work to serve snacks to afterschool programs. There is no need for additional staff hours. Snacks should be prepared during the normal hours and left in a safe place. Afterschool counselors should be tasked with recording and distributing snacks for students participating in the afterschool program. The use of food services workers in this capacity is not needed. Both issues, overtime and overstaffing, are likely to be the primary reason for the current financial state of district food service operations.

Other concerns involve food service employees preparing too much food and the lack of portion control. Food services employees at Macedonia Elementary do not practice offer versus serve (a provision under the NSLP where students select three of five components offered during lunch). Elementary students are served all five components on the line. Offer versus serve was put in place by the USDA to help lower costs associated with food waste and food cost. District food services employees at the high school also fail to batch cook and frequently prepare meals too far ahead of serving, which results in leftovers the school is unable to serve; this is unnecessary product loss.

**EXHIBIT 7-4
BCSD 19 MEALS PER LABOR HOUR**

BSD 19 Report: Meal Equivalents and Meals Per Labor Hour				Industry Standard: Labor Hours and Meals per Labor Hour		Minimum # of Hours to Adjust
SCHOOL	Actual Working	Meal Equivalents	Meals per Labor Hour	Target Meals per Labor Hour	Target Labor Hours	
Macedonia Elementary	49.00	553.58	11.30	15	40.0	9.0
Blackville-Hilda Junior & High Schools	34.50	445.60	12.92	14	35.0	(0.5)
Total	83.50				75.0	8.5
BSD 19 November and December 2014 meal reimbursement data as reported to SCDOE				education.ky.gov/federal/SCN/Documents/Meals Per Labor Hour		

Source: BCSD 19, SCDOE, and Tidwell and Associates, Inc. , 2015.

TIER 1 RECOMMENDATION

Recommendation 7-1:

Reduce food service labor by eight hours and eliminate a food services manager position.

It is recommended the food services director consider operating the two programs with one food services manager. This will reduce labor costs and streamline operations. The food services director and food services assistant have an office at the high school and can help supervise high school food services employees when on campus. The food services director would coordinate the amount of time the manager would spend at each school to make sure there is equal oversight at both schools. This model would be similar to the process used by Clarendon I, where two schools in proximity share a food service manager. Clarendon I does not rely on district revenue for support.

IMPLEMENTATION PLAN

1. The BCSD 19 food services director will outline a plan to reduce labor by working with one food services manager to operate both sites.
2. The BCSD 19 food services director will develop a schedule that will allow the remaining food services manager to manage both schools.
3. The plan should be agreed upon by school principals and the district superintendent.
4. Revise food services staff schedules to ensure all hours are covered while maintaining quality service.

FISCAL IMPACT

The hourly wage for a food services manager is \$11.55 per hour. The manager works eight hours per day for 190 days a year, with a total salary of \$17,556 per year. A fringe benefits packet of 38 percent is added, increasing the cost to \$24,227 per year. Eliminating one food services manager position would save \$24,227 annually; over a five-year period, the district would save \$121,136.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Reduce food service labor by eight hours and eliminate a food service manager position	\$24,227	\$24,227	\$24,227	\$24,227	\$24,227

TIER 1 RECOMMENDATION

Recommendation 7-2:

Eliminate overtime pay.

Develop a policy requiring the food services director to approve all overtime. This will allow the district to monitor the use of additional working hours. In addition, track the reasons for the additional hours.

IMPLEMENTATION PLAN

- | |
|---|
| 1. The food services director will develop a policy requiring the approval of the director or food services assistant before accruing additional hours. |
| 2. The food services office will track reasons for overtime and adjust the use of additional working hours by employees. |

FISCAL IMPACT

Currently, staff earn overtime hours at \$10.70 per hour. During the months of December – February, 2015, staff earned a total 142.50 hours of overtime pay. Based on the number of hours worked and the basic rate of pay, staff collectively earned \$1,524.75 in overtime pay. This is approximately \$508.25 per month. If the practice continues over the 180 days of the school year, the food services budget will outlay \$3,049.50 in overtime pay yearly. If the district is successful in reducing overtime, they would see a savings of \$3,049.50 each year based on the calculation noted above, or \$15,247 over five years.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Eliminate overtime pay	\$3,049	\$3,049	\$3,049	\$3,049	\$3,049

Finding

Macedonia Elementary School students do not have the offer versus serve option.

Offer versus serve is a provision under the NSLP where students select three of five components offered during lunch. One of the three must be a fruit or vegetable. Signs encouraging this are posted near serving lines at the high schools. Although the food services department acknowledges this provision, the elementary school students are not allowed this option. Students are served all five components as they go through the line. The BCSD 19 food services director commented they serve all components to move the children through the lines at a quick pace. Although the students move through lines at a steady pace, it creates a larger problem with food waste. If students are allowed to select three options, they will only pick up

items they want to eat. In addition, the food services manager can prepare less of the items students dislike. For instance, during the onsite visit, squash was one of the vegetables offered. Most of the students did not eat this item although it was placed on their trays. Under offer versus serve, the manager would prepare less of the product. When less product is prepared, food costs and waste are reduced. It should also be noted that parents and teachers attending the community forum also questioned why students are served all food items, noting the food often ends up in the garbage.

Teachers participating in the community forum also expressed concerns with the a la carte items sold in the elementary school. They would like additional controls implemented to encourage students to eat their lunch prior to purchasing additional snack foods. This is an issue that can be controlled by the principal and food services director. Because this is a non-program food item, it is not required to be offered daily. Although this is acceptable and good practice to help generate additional funds, it should be limited in elementary settings.

TIER 2 RECOMMENDATION

Recommendation 7-3:

Implement offer versus serve in the elementary school to reduce food waste and help lower food costs.

Under offer versus serve, the food services manager will not need to prepare large amounts of foods that students dislike. Smaller amounts of entrees that are required to meet vegetable components will continue to be served. These items will no longer need to be served in the same quantity as other items.

IMPLEMENTATION PLAN

1. The food services director will implement offer versus serve at the elementary level to reduce amounts of items students dislike.
2. The food services director will work with the food services manager to train staff prior to executing the program.

FISCAL IMPACT

Vegetables are items most students dislike and often throw away. The cost of a vegetable entrée averages approximately \$.35 cents per portion. Macedonia Elementary serves an average 300 students a day. The fiscal impact is based on the assumption that elementary students throw out a least one vegetable entrée daily. Cost is \$105 daily for 180 days with a yearly total of \$18,900, resulting in a five-year savings of \$94,500.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Implement offer versus serve in the elementary school to lower food cost	\$18,900	\$18,900	\$18,900	\$18,900	\$18,900

7.4 Management, Operations, and Qualifying Students for Free and Reduced Price Meals

FINDING

The food services department is without a point-of-sale (POS) system. The department currently uses Power School, which is a program designed to track student attendance. Power School is not intended to serve as a POS system for school food services. The district technology department recently upgraded the software package for the district to a Microsoft Word-based program. The food service tracking and software package was incompatible with the new Word-based software. Once the new district technology was installed, the food services software package did not work. The food services department started using Power School to track students served during the day. The program will track number of meals served, but does not track student allergies and qualifying status of a student.

The food services director understands the complexity of the problem and is working toward a resolution. Barnwell 45 will execute an RFP for a new POS system. It is possible they can incorporate BCSD 19 as a part of their procurement package.

TIER 1 RECOMMENDATION

Recommendation 7-4:

Secure a contract for a point-of-sale package under the Barnwell 45 procurement.

The district participates in the Community Eligibility Program where a free and reduced application is no longer needed. Although the district is not required to process applications, they are required to produce information in October and April on the number of students categorically eligible for free meals. In addition, a POS system is required to capture the number of meals served. A good software package and POS system are essential to make certain the district can document information regarding meal program participation. The district will have a working data system to document and track pertinent information required in USDA NSL and SB Programs if this recommendation is put in place. If the district does not secure a reliable software package or a POS system that complies with USDA requirements, they could lose funding to support their food service program.

IMPLEMENTATION PLAN

- | |
|--|
| <ol style="list-style-type: none">1. The food services director will work closely with Barnwell 45 to develop a procurement document to secure POS software for BCSD 19. |
|--|

FISCAL IMPACT

A new software package will reduce the possibility of a failed administrative review where the district could be subject to repayment of meals served in the school lunch and or breakfast program. An estimate of potential earnings under USDA school meals program is listed below.

The student population is 714. The amount earned for free meals is \$3.06 for lunch and breakfast is \$1.93 per free meal served. The school meal program is operational for 180 days. The highest possibility of federal reimbursement earning is \$641,314 per year. This is also the amount the district will not lose with a new software package. The administrative review includes a review of the application process. Although no applications are taken, the district is

required to have data on number of direct certification and paid students. If the district is unable to document this, they could be subject to penalty and asked to repay federal funds. The administrative review is conducted every three years. Within five years, the district could avoid losing \$1,282,628 in federal reimbursement. Also note that the data on direct certification students will be required in a report every October and April. It is also critical for Title I and e-rate.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Secure a contract for a point-of-sale package under the Barnwell 45 procurement	\$641,314			\$641,314	

7.5 Nutrition, Nutrition Education, and Student Participation

The Healthy, Hunger-Free Kids Act of 2010 (HHFKA 2010) revised the school nutrition program and now requires food made with whole grains, less sodium, limited calories, and less sugar. A roundtable discussion held with six junior and high school students found that BCSD 19 students dislike the changes in the regulations. One comment made during the roundtable discussion is that they enjoyed the food before the regulations were changed.

HHFKA 2010 also revised the school breakfast program. Starting July, 2014, USDA increased the amount of fruit to be offered at breakfast to one cup daily. The additional fruit, along with whole grains and milk, was put in place to improve nutrition in the program.

FINDING

District menus are repetitive and breakfast offerings do not meet USDA requirements for fruit.

As shown in **Exhibit 7-5**, students would like more variety on the menu. They disliked whole grains and commented that some foods taste different from the regulations. They still enjoy the homemade rolls and have accepted salads. The high school students commented that entrée salads are often gone when they go to lunch. They also requested an alternative to milk during lunch.

A review of the menus for both schools found the same entrees offered the entire year. The only noticeable change was soups added to the menu during winter months. Students also commented on a la carte items sold in the elementary school and requested similar offerings for their school.

A review of the district menus observed that the breakfast meal pattern does not meet the USDA requirements. The BCSD 19 breakfast menu only offers a half cup of fruit or juice for breakfast, less than the federal requirements.

**EXHIBIT 7-5
FOOD SERVICES SURVEY
BLACKVILLE-HILDA STUDENT SURVEY RESULTS**

BARNWELL 19 - STUDENT SURVEY	
<i>Surveyed conducted with six students; 2 from middle and 4 from high school</i>	
Statement	Comment
1. How many eat in the cafeteria	All students surveyed eat in cafeteria
2. How would you rate the food?	All students stated food is okay, but less than pretty good
3. How healthy do you think the food is	Students stated food is too healthy
4. Do you feel you have enough time to eat	All stated that they have enough time to eat
5. What is the best thing you've eaten in the cafeteria	<ul style="list-style-type: none"> • Bread – Home-made yeast roll • Taco salad
6. What is your least favorite food	<ul style="list-style-type: none"> • Meatballs – smell funny, nauseating • Chicken Alfredo - too soupy • Subs – plain • Whole grain items
7. Outside of food what would you change to improve the dining experience	<ul style="list-style-type: none"> • New cafeteria tables
8. What do you think needs to change to get others to eat	<ul style="list-style-type: none"> • Better variety of food and fruit items • Would like to drink something other than milk • Menus are always the same. Would like to have a new menu at different times in year. • Grits for breakfast with cheese • Salads run out after middle school, this selection is not available during high school lunch • Want frozen strawberries
9. General Comments	<ul style="list-style-type: none"> • Before regulation enjoyed lunch • Food at elementary school is better, big difference

Source: Tidwell and Associates, Inc., 2015.

TIER 1 RECOMMENDATION

Recommendation 7-5:

Revise the menu plan to incorporate additional entrees that will increase the variety offered.

The food services director should attempt to revise the menu at least one time per year to maintain a steady level of participation. The revised plan should contain seasonal items that students will eat.

IMPLEMENTATION PLAN

1. The food services director and assistant should review menus of districts that participate in the alliance for menu entrée ideas.
2. The menu will be revised to serve different entrées at least one time each year to ensure there is a variety and students do not become tired with offerings.
3. The food services director will implement a la carte sales at the junior and high schools.

FISCAL IMPACT

The fiscal impact is not known at this time and will depend on the type of changes made and foods incorporated in the revised plans.

TIER 1 RECOMMENDATION

Recommendation 7-6:

Increase the amount of fruit offered at breakfast to one cup daily.

The food services director must review all requirements of the HHFKA 2010 and remain abreast of the requirements. The changes in the school breakfast program are one of the final changes that will take place in the school meals program. The increase of fruit to one cup at breakfast will have a negative impact on the district budget. However, it is required if the district wants to continue receiving federal reimbursement for meals served at breakfast.

IMPLEMENTATION PLAN

1. The food services director must revise the breakfast menus to increase fruit offered daily to one cup.
2. The district should offer a half cup of fresh fruit and a half cup of canned fruit or a whole fruit at breakfast.
3. Students must select a least a half cup of fruit as one of their three food components at breakfast to have a reimbursable meal.

FISCAL IMPACT

The average cost of fruit is \$.30 cents and will increase program cost. However, if the district does not adhere to the meal pattern, they will lose funds. The cost shown below is based on the yearly cost of all students eating breakfast.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Increase the amount of fruit offered at breakfast to one cup daily	(\$38,556)	(\$38,556)	(\$38,556)	(\$38,556)	(\$38,556)

TIER 1 RECOMMENDATION

Recommendation 7-7:

Implement a-la-carte programs at Blackville-Hilda junior and high schools using the same food items sold at Macedonia Elementary School.

IMPLEMENTATION PLAN

1. The food services director will allow the junior and high school students to taste foods sold in the a la carte program in the elementary school.
2. Once items are selected, the food services director will set up an a la carte program in the high school similar to the elementary school.

FISCAL IMPACT

The a-la-carte program should be viewed as a means to earn additional revenue to support the school meals program. The food service director sells a 100 percent frozen fruit drink for \$1.00. Ice cream is sold at \$.50 cents each. If half of the students participating in the school meals program in the junior and high schools purchased a frozen fruit drink, the district could earn an estimated \$62,460 a year.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Implement an a la carte program at Blackville – Hilda Junior and High Schools using the same food items sold at Macedonia Elementary School	\$62,460	\$62,460	\$62,460	\$62,460	\$62,460

CHAPTER 8: TECHNOLOGY USE AND MANAGEMENT

This chapter presents findings, commendations, and recommendations relating to technology use and management at the Barnwell County School District 19 (BCSD 19). The major sections of this chapter include:

- 8.1 Introduction, Methodology, and District Comparisons
- 8.2 Organization, Plans, Policies, and Procedures
- 8.3 Network and Operations
- 8.4 Hardware and Software
- 8.5 Administrative

CHAPTER SUMMARY

The BCSD 19 technology department provides network support and hardware to deliver access to digital resources for student learning, faculty preparation, and administrative computing. Review team consultants reviewed the policy and planning documents, organizational structure, funding, infrastructure, software and hardware, and staff development related to technology within the district.

This report contains the following commendations:

- The district has dedicated considerable effort and funds to new servers and storage devices. (Page 8-13)
- The district is commended for using a total cost of ownership analysis in the decision to upgrade its VoIP infrastructure. (Page 8-13)

While there are best practices in the organization and management of the district, certain efficiencies and improvements are suggested in the following recommendations.

Each of the chapter's recommendations is identified as Tier 1, Tier 2, or Tier 3. This refers to our team's suggested level of importance in the urgency of the implementation of the recommendation. Below is a guideline on the three tiers.

Tier 1: Greatest Impact: The district should implement these recommendations immediately to take maximum advantage of their opportunities.

Tier 2: Moderate Impact: The district should implement these recommendations as soon as practical to improve the efficiency and effectiveness of operations.

Tier 3: Minimal Impact: The district should implement these recommendations when time and funds are available as best suits the needs of the district.

Certain improvements in technology are recommended at BCSD 19 for the district to function at a level required for student learning, faculty resource gathering, and administrative efficiency. Based upon a document review, on-site visits, focus groups, and interviews, this report contains the following recommendations:

- Reorganize the IT organization to unify all technology staff in the delivery of IT services. Tier 2 (Page 8-6)

- Collaborate with area districts to obtain qualified technical support resources on a part-time shared basis, and consider establishing a student tech team. Tier 1 (Page 8-8)
- Develop a zone-printing solution and implement network copiers. Tier 2 (Page 8-11)
- Develop a 3-6 year replacement cycle for all district hardware. Tier 1 (Page 8-15)
- Explore purchasing Chromeboxes to replace student Windows desktop computers and Chromebooks to replace Windows laptops. Tier 1 (Page 8-17)
- Develop a technology committee. Tier 1 (Page 8-19)
- Develop a strategy to reduce costs for services that are losing E-Rate support and use Category 2 funds to support the Wi-Fi network. Tier 1 (Page 8-23)

Survey Results Related to Technology Functions

The review team administered a survey to teachers, school administrators and district administrators. Because of the very small sample size for the school administrator category (N=2) in BCSD 19, we have just one administrator category, which combines school and district administration in order to help the findings remain anonymous.

Complete results for this section can be found in **Exhibit 8-1** below. Overall, respondents indicated that district technology was an area for improvement, with seven items having an average score less than “3” (on a scale from 1 – 5). Items with an average score less than “3” are considered areas for improvement. Some items were reverse scored so that higher values reflect greater perceptions of efficiency and effectiveness.

- The district is up-to-date technologically (district average=2.26).
- The district has adequate technology to support its operations (district average=2.49).
- The district’s technology equipment is quickly repaired or serviced (district average=2.23).
- The district has effective technology support when computers malfunction (district average=2.24).
- I have adequate equipment and computer support to conduct my work (district average=2.76).
- The district’s technology equipment is used past its lifespan (district average=1.89).
- The district has adequate bandwidth (district average=2.62).

**EXHIBIT 8-1
TECNOLOGY OPERATIONS
BDS D 19 SURVEY RESULTS
2015**

VARIABLE	TOTAL	TEACHER	ADMINISTRATOR
I understand how to use technology as it relates to my job functions	4.29	4.33	4.00
District wide, the district is up-to-date technologically	2.26	2.19	2.50
The district has adequate technology to support its operations	2.49	2.47	2.25
When necessary, the district's technology equipment is quickly repaired or serviced	2.23	2.23	2.25
The district has effective technology support when computers malfunction	2.24	2.13	2.63

I have adequate equipment and computer support to conduct my work	2.76	2.76	2.63
The district's technology equipment is often used past its useful lifespan ^a	1.89	1.91	1.57
The district website is a useful tool for staff, parents, and students	3.80	3.76	3.88
Students have regular access to computer equipment and software in the classroom	3.27	3.09	4.29
District staff have easy access to internet	3.69	3.69	3.62
The district has adequate bandwidth to ensure maximum use of the internet	2.62	2.56	2.75
Overall, teachers are effectively utilizing technology as part of instruction	3.62	3.64	3.17

Source: Tidwell and Associates Survey Results, 2015.

Note: Items in this section are rated on a 5-point scale, with higher values representing greater agreement with the presented statement. Items with an average score of "4" or greater are considered areas where the district is especially effective and efficient. Items with an average score less than "3" are considered areas for improvement.

^aItems are reverse scored so that higher values reflect greater perceptions of efficiency and effectiveness.

FISCAL IMPACT OF RECOMMENDATIONS

Exhibit 8-2 provides a summary of the estimated costs and savings associated with the recommendations contained in this chapter. As shown, a savings of \$81,471 over five years could be realized should the district choose to implement the recommendations.

EXHIBIT 8-2 FISCAL IMPACT OF CHAPTER 8 TECHNOLOGY USE AND MANAGEMENT

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Reorganize technology support	(\$5,000)	\$20,000	\$20,000	\$20,000	\$20,000
Add zone printer management	\$6,000	\$6,000	\$6,000	\$6,000	\$6,000
Conduct a technology refresh	\$0	\$0	\$0	\$0	\$0
Invest in Chrome technology	(\$3,000)	(\$7,000)	(\$7,000)	(\$4,000)	(\$4,000)
Develop an E-Rate strategy	(\$8,062)	\$8,908	\$5,808	(\$2,592)	(\$2,592)
TOTAL COSTS/SAVINGS	(\$10,062)	\$27,908	\$24,808	\$19,408	\$19,408

8.1 Introduction, Methodology, and Peer District Comparisons

The technology department maintains the following devices in addition to the wired and wireless network infrastructure.

- 185 Desktops (5 years or older)
- 73 Desktops (4 years or newer)
- 43 Laptops (5 years or older)
- 55 Laptops (5 years or newer)
- 120 iPad Air (just purchased, not deployed as of this report)
- 50+ Printers

- Promethean Boards (1 per classroom)
- Projectors (1 per classroom)

The age of the computer inventory is indicative of a need for a program to refresh the technology and this is addressed in Recommendation 8-3.

Based on similar criteria, peer districts for this study were selected and include Florence 4, Clarendon 1 and McCormick 1. As part of this voluntary study, the Education Oversight Committee (EOC) and Tidwell and Associates, Inc. requested various data for comparative purposes. This chapter will incorporate any peer data shared with our team by each of the peer districts. Some of the comparative data used is extracted from the South Carolina Department of Education (SCDOE) website.

Comparing district technology support structures, **Exhibit 8-3** shows BCSD 19 has the highest number of support to staff ratio. This data includes the instructional support coach, who does not provide technical support. In addition, BCSD 19 utilizes contractors in the provision of support. Contractor data was not available for all comparable districts and is indicated as NA.

**EXHIBIT 8-3
COMPARISON OF PEER DISTRICTS**

DISTRICT	TOTAL TECH STAFF	OTHER TECH STAFF	CONTRACT SUPPORT	STUDENTS	TOTAL TEACHERS	TOTAL STAFF (INCLUDES TEACHERS)	TECH STAFF TO TOTAL STAFF
Barnwell 19	1.8	1	Yes	713	61	109	2.6%
Florence 4	1		NA	649	47	82	1.2%
Clarendon 1	2		No	831	61	97	2.1%
McCormick 1	3		NA	820	63	123	2.4%

Source: District Report Cards, Department of Education, 2013

The primary methodologies used to review the district organization and management practices included:

- interviews of many key district personnel including the assistant superintendent and chief information officer;
- separate focus groups of building principals, technology integration coaches, and new teachers;
- a community open house;
- an analysis of state and district data and documents including, but not limited to, state and national funding programs, hardware and software applications, organizational chart, technology plan, and public information documents;
- survey results; and
- a review of peer district comparison data (where available).

8.2 Organization, Plans, Policies, and Procedures

FINDING

The majority of the computers in the district are outdated and unable to be upgraded to operate effectively on the network. In addition, the support available to maintain them is not meeting the

needs of the users. The technology staff work hard, but are unable to upgrade and obtain the performance and reliability needed.

The director of technology and the technology secretary are responsible for maintaining and supporting the entire IT environment including the network, desktops, laptops, servers, data management, student information system, and state reporting. The district IT department does not have a training budget and has not received training to support the current infrastructure, so it relies on contractors to provide support of the network infrastructure.

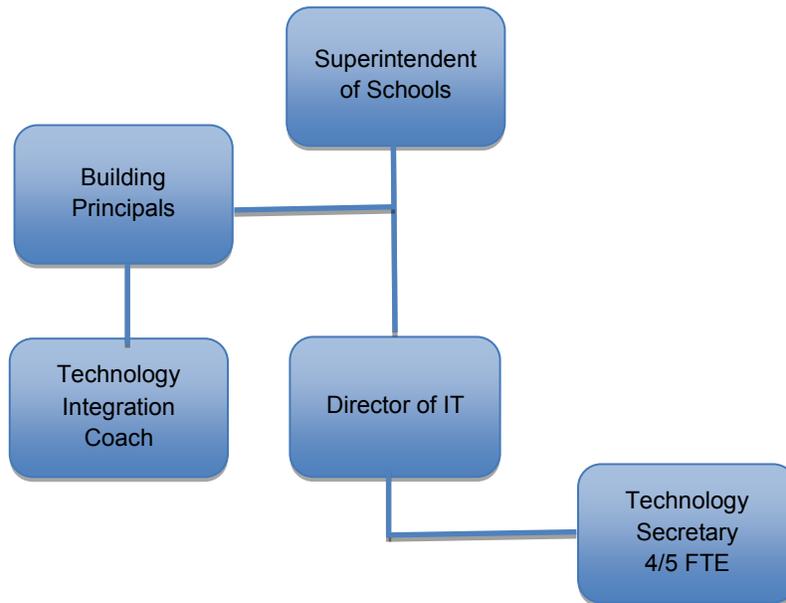
Due to the scope of any school district IT environment and the simple economics of the district's budget, it is difficult, if not impossible, to maintain a full set of the skills needed in all areas of technology. The district resources that are available must generally have a broad set of capabilities in IT to bring to bear. For BCSD 19 the need to constantly evaluate technology, implement, upgrade and refresh, support the infrastructure, maintain a complex data integration, and respond to increased reporting requirement falls on a small group of resources. The types of IT needs do not differ from a small to a large district. This makes it difficult to demonstrate cost savings through efficiencies in the operations and maintenance of the infrastructure. The return on investment through application of the efficiencies will most likely be returned to the district in other ways, such as the time to work on projects that are not active and need to be completed.

The technology integration coach provides teachers with support in the use of technology in the classroom. Most of the focus and effort has been on the effective use of the Promethean interactive whiteboard that is installed in all classrooms in the district. The coach reports to the building principal in multiple buildings on a scheduled basis, i.e. three days in the elementary school and two days in the junior/high schools.

The recent acquisition of 120 iPads for a 1:1 initiative in the junior high school and the installation of AppleTV in those classrooms is a step in a positive direction. Based on our review, however, there are varied levels of understanding of the initiative in the district that demonstrate that communication and planning regarding technology initiatives in the district need improvement, and may not include all stakeholders in the process, and in this case the instructional technology coach is not included in the plan.

Exhibit 8-4 details the current organization structure of technology-associated personnel and includes those concerned with the infrastructure, maintenance, and support as well as curricular integration. As shown, the technology department consists of a full-time director and a four day per week technology secretary. In addition, there is a full-time technology integration coach.

EXHIBIT 8-4
CURRENT BCSD 19 TECHNOLOGY DEPARTMENT ORGANIZATIONAL CHART



Source: Barnwell County School District 19, Technology Department, 2015.

TIER 2 RECOMMENDATION

RECOMMENDATION 8-1:

Reorganize and relocate the IT organization to unify all technology staff in the delivery of IT services.

The district must address the needs for infrastructure support including the network, desktops, printers, and classroom technology in the school environment. The survey results show seven areas scoring below three and mainly in the support areas. This indicates a systemic problem exists in the district.

The IT office is located off site and away from the users they support. We recommend the IT staff be relocated to one of the schools to provide more visibility and access to the technology. The data center can remain at the current Ed-TV facility as the operations of this facility does not require constant physical oversight by staff. In addition the site is close by if any physical access to the equipment in the data center is needed.

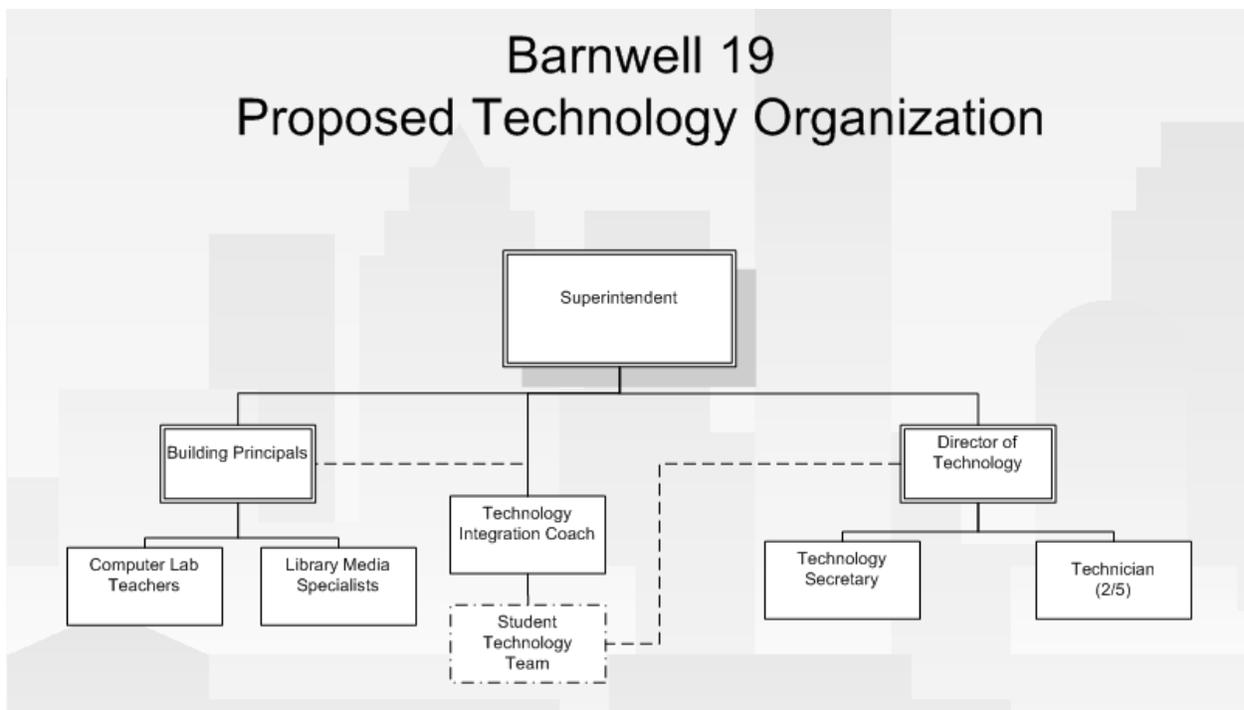
The district should move toward a collaborative model for technology support and obtain a resource with the needed technical skills and provide this resource on a scheduled basis. This is addressed in **Recommendation 8-2**.

The technology integration coach should increase involvement in the district wide initiatives for technology and also be part of the solution for the delivery of IT services. In a small district, a collaborative approach and teamwork are needed by all to work on and solve problems and to provide a reliable and well operating environment. We recommend the technology integration

coach report to the superintendent with a dotted line reporting relationship¹ to the building principals. The superintendent should prioritize and redefine the role for working with the technology integration coach. We recommend this position establish a new program, utilizing a student technology team program that will help build energy and confidence in the delivery of technology and support in the district; as well as provide opportunity for students. This program is detailed in Recommendation 8-2.

Exhibit 8-5 shows the proposed technology department organization. This reorganization has the technology integration coach reporting directly to the superintendent and a dotted line report to building principals. In addition, the addition of the student technology team under the direction of the technology integration coach and the director of technology will assist in the operations and support for the student technology team working with the technology integration coach. The new 2/5 FTE technician is also shown.

EXHIBIT 8-5



Source: Tidwell & Associates, Inc. 2015.

FINDING

The district does not have adequate technical support to maintain the IT infrastructure.

The district does not have a technician/network administrator. At one time, the district had a network administrator/desktop technician position. The position has been vacant since October 2012. This position as described is responsible for maintaining the technology infrastructure. Since this is not currently filled, the district has been using contractors to provide basic break-fix

¹ The technology integration coach will report to the building principal when working in the school and the principal can set some goals, however, the superintendent will be the functional manager and ultimately determine the goals if there is a conflict or prioritization needed.

support. For this support the district is paying approximately \$20,000 a year. BCSD 19 does not have a technician scheduled on a regular basis in the school facilities, (i.e. high school/junior high on Monday, elementary on Wednesday).

Because of the campus-like environment of all the school facilities in BCSD 19, efficiency and speed of the delivery of onsite technical support is simplified. Today, the IT staff are located in a separate facility where the network data center is located. Although this is a central location across all school facilities, as the only department in this building, it isolates the IT group and lowers the IT visibility.

There is a clear need for improved management and support of the infrastructure, particularly at the school level, where there is an aged end user device infrastructure and a massive quantity of technology equipment and infrastructure (including an entire abandoned horizontal network infrastructure complete with switches, racks, patch panels and cabling) that needs to be removed and properly disposed. Many of the computers observed were in disrepair and in need of maintenance and basic upgrades to improve reliability and speed. Some computers found were not usable for students due to basic and inexpensive upgrades such as adding RAM.

TIER 1 RECOMMENDATION

Recommendation 8-2:

Collaborate with area districts to obtain qualified technical support resources on a part-time shared basis, and consider establishing a student tech team.

The district currently is paying approximately \$20,000 per year for contractor support for a variety of technical services. This support is billed by a local vendor to the district as the district requests the services.

The district should consider a shared resource with another district and share the costs for a full-time technical support resource. For example, BCSD 19 currently has an informal agreement with Barnwell 45 to share cost of a food services director and assistant. BCSD 19 pays 33 percent of salary and fringe. The director and clerk work in BCSD 19 two days week. The agreement is a letter and not a formal contract, but this informal relationship has been working.

Based on the current estimated costs for contractor support, the district should be able to obtain two days of technical support shared with another district. The district can fund this position through E-rate, however, since the filing window has changed for services starting July 1, 2015, the district will need to fund this completely out of pocket in Year 1, then use E-rate funds in the following years. Having a dedicated resource primarily responsible for monitoring and supporting the network and also providing scheduled building level technical maintenance and support would be a greater benefit to the user than the current model of providing reactionary and unscheduled support.

In addition to a regional shared technician, the district should consider establishing a student technology team or student intern program where for a small payment, students can be provided elevated access and responsibility to support the network and computers. In Burlington, Massachusetts, the network and infrastructure is supported by a student run help

desk and technology team². This has evolved and is now offered via courses at the high school level, and students enroll in a half year course and receive credits each semester. The technology team (or Genius Bar) is available to provide support for the district's 1:1 initiative and has been well received providing quality support. As part of the program, students receive training/instruction in: customer service, screen casting best practices, writing app review, authoring blog posts, using Google Hangouts on Air, troubleshooting hardware, and demonstrating technology tools/apps. Coppell Independent School District in Texas has recently gone 1:1 with iPads and as part of this launched a student run helpdesk called the ICU (iPad Care Unit). A student technology team has benefits for all involved as discussed in Recommendation 8-1. It would be under the direction of the technology integration coach.

IMPLEMENTATION PLAN

- | |
|---|
| 1. The director of technology will work with a local district and explore the option to hire a shared technical support resource. |
| 2. The superintendent will review and approve the plan to hire a shared technical support resource. |
| 3. The technology integration coach will develop a student technology team program. |
| 4. The superintendent will review and approve the student technology team program. |

FISCAL IMPACT

BCSD 19 does not have a network administrator.

According to salary.com³, the median annual salary for a network administrator is \$56,516. If BCSD 19 could find a district willing to collaborate on sharing a network administrator, it would be reasonable that 2/5 split in days per week may be about \$25,000. We suggest the district consider using E-Rate Category 2 funds to support this position in Years 2-5.

The network administrator should have the skills needed to lead the technical effort in the district, including Microsoft Windows, VMWare, Brocade Switches and Wireless, and network administration using tools such as Spiceworks and Microsoft System Center Configuration Manager (SCCM).

The district should fund the technology team with a budget of \$3,000 per year to start. The district should consider running this as a career and technical education (CTE) program. The district should seek grants in this area as well.

The expense for this position for Years 2-5 is shown in this document in **Exhibit 8-13**. The district will need to follow E-Rate guidelines to contract for the position while meeting competitive bidding requirements. By implementing this recommendation, the district should be able to obtain a more regular schedule for onsite technical support.

² As downloaded April 11, 2015 <https://jennscheffer.wordpress.com/2014/12/27/student-tech-teams-101-a-toolkit-for-educators/>

³ As downloaded April 12, 2015 <http://www1.salary.com/Network-Administrator-I-salary.html>

Recommendation	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Shared technician with a neighboring district	(\$25,000)	\$0	\$0	\$0	\$0
Student tech team	(\$3,000)	(\$3,000)	(\$3,000)	(\$3,000)	(\$3,000)
Contractor support reductions	\$23,000	\$23,000	\$23,000	\$23,000	\$23,000
TOTAL COSTS/SAVINGS	(\$5,000)	\$20,000	\$20,000	\$20,000	\$20,000

8.3 Network and Operations

FINDING

The district print solution is consumer-level (and not centralized), resulting in lower quality, inefficiency, and higher cost.

A review of the technology inventory provided by the district has over 50 printers in use in the district. Most are Inkjet and are of various makes, including Canon, Epson, Dell, Brother, OKI, HP, and others. There is not a clear standard printer platform across all school district locations. At \$0.02 to \$0.05 cents per print, consumer type inkjet devices have a much higher cost per print when compared to photocopiers which typically are below one (\$0.01) cent⁴. Inkjet printers are attractive for the low entry cost, but the high cost for ink leading to high per print cost quickly outweighs any low entry cost benefit over time

Exhibit 8-6 compares:

- A zone print solution utilizing a copier/printer with a base lease cost of \$200/month at \$.007 cost per print configured in a zone printing solution to support 10 users each printing 1000 copies per month.
- An inkjet personal printer model where two users share a device and the device costs amortized over an expected useful life of 24 months. In addition, we estimate the average Inkjet cartridge will yield 300 pages and will cost \$25 to purchase.

In this basic model, inkjet costs are 3.15 percent higher. This is in addition to the slower print output and support costs needed to manage and maintain a consumer printing solution for the enterprise.

⁴ As downloaded April 13, 2015 from <http://everydaylife.globalpost.com/difference-between-inkjet-copier-photocopier-28636.html>

**EXHIBIT 8-6
SAMPLE COST COMPARISON
INKJET TO PHOTOCOPIER**

Item	Value
Clicks per Month	\$200.00
Cost per Click .007	\$0.007
Number of Users in test	10
Prints per Month per User	1,000
Cost per InkJet (amortized) / Month	\$4.00
Cost InkJet Cartridge	\$25.00
Yield for InkJet Cartridge in Pages	300
Number InkJet Devices needed	5
Monthly Cost Photocopier/Zone	\$270.00
Monthly Cost InkJet	\$853.33
Percentage Difference	3.16

Source: Tidwell and Associates, Inc. 2015.

For BCSD 19, the cost for the printer and the printer ink is with the individual school or user and is not budgeted centrally and controlled by IT. Recovery for the savings most likely will not be returned to the IT budget, therefore the district must be prepared to capture the savings and apply them directly to the resulting copier/zone printing solution.

The BCSD 19 IT director approves all printer purchases and manages the delivery and installation to the user. One user interviewed reported that a printer was ordered and delivered over six months ago and is still waiting for installation. There is a project underway by the IT department to setup print queues on the network. As of March 18, 2015 this initiative had not been completed. The district has color copiers and Risograph devices are available; however, based on inspection, none of them were networked and available for users to print to via the network.

TIER 2 RECOMMENDATION

Recommendation 8-3:

Develop a zone printing solution and implement network copiers.

Reduce or eliminate personal inkjet printers to the maximum extent possible. The district must develop a print management strategy that considers the cost per print. Unfortunately the return on investment for the district may be difficult to capture as most print cost appears to be the responsibility of the end user. The savings will be returned to the end user for use for other purposes.

The district should negotiate with the existing copier vendor to provide network copiers and integrate these with the district's network including authentication support. The number of prints (or copies) should be managed centrally and reported on an individual user basis. As an alternative, the district should produce a request for proposals and issue this for a print management solution.

IMPLEMENTATION PLAN

1. The director of technology will create an IT level print policy supported by the district leadership.
2. The director of technology will negotiate with the existing vendor or issue an RFP for a print/copy management solution. Assure the contract includes user level control and reporting.
3. The director of technology will award the contract and implement a zone printing solution

FISCAL IMPACT

By implementing this recommendation, the district can save about \$30,000 over five years in addition to the benefits of quality and consistency of a zone print and enterprise class service.

Recommendation	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Cost reduction savings in not purchasing printers (estimate based on approximately 15 printers per year)	\$2,000	\$2,000	\$2,000	\$2,000	\$2,000
Cost savings in inkjet cartridges and supplies based on 100 printers @ \$200 savings each	\$20,000	\$20,000	\$20,000	\$20,000	\$20,000
Increased copier costs for network printing and zone solution	(\$16,000)	(\$16,000)	(\$16,000)	(\$16,000)	(\$16,000)
TOTAL SAVINGS	\$6,000	\$6,000	\$6,000	\$6,000	\$6,000

8.4 Hardware & Software

FINDING

Over the last two years, BCSD 19 has dedicated resources toward the procurement of new servers.

The district now possesses a robust server environment to provide ample storage and computing power for a number of applications to all faculty and students. This investment should suffice without need for upgrade for the remainder of the decade. The district has a great opportunity to utilize a number of new technologies that can cut down on personnel expense and provide efficiencies to the overall operation of the digital infrastructure.

With this powerful network infrastructure, the district can support a number of devices. In the case of BCSD 19, the iPad has been chosen for the junior high school initiative and is a device that many K-12 educational learning organizations have seen success implementing. BCSD 19

has made a dedicated effort to provide these devices to their students, and in doing so, has procured a leading iPad Mobile Device Management (MDM) solution. Using JAMF software, the district will be able to monitor, manage, and deploy applications to all devices. As Apple has improved management capabilities of MDM software, the district will benefit from the ability to “brick” the device should it go missing, thereby making it unusable in a situation where it has been stolen.

COMMENDATION 8-A:

The district has dedicated considerable effort and funds to procure new servers, storage devices, and a best of breed Mobile Device Management (MDM) solution.

FINDING

The district has moved to a lower cost Voice over IP (VoIP) solution to take advantage of the network infrastructure for phone communication. By moving to a new VoIP network, the district expects to lower its overall cost and also bring in a new opportunity to connect with external telephone carriers to provide phone service within the buildings and district. Although the district already had a VoIP solution in place, the total cost of ownership⁵ was lowered through the upgrade/replacement.

COMMENDATION 8-B:

The district is commended for using a total cost of ownership analysis in the decision to upgrade its VoIP infrastructure.

FINDING

There is no documented plan or schedule for updating and refreshing existing district computers.

At present, the district purchases laptop and desktop computers with no schedule for replacing the device. The devices are used until the physical condition renders them unusable, and in some cases when the device becomes incapable of running relevant applications. Over half of the district’s 476 computers are four years old and older, with over 30 laptops that are at least eight years old, and 40 desktops that are nine years old or older. This is well past industry-accepted age for computer use in schools as teaching and learning tools.

⁵ Total Cost of Ownership (TCO) is a financial calculation that is intended to identify the full cost for a product or system and often is used to compare the costs of maintaining an existing system vs replacing with a new system that includes capital purchasing costs. This will include all direct costs (hardware, software, maintenance, dependent services, etc.) as well as indirect (interest, support, space, utilities, etc.)

EXHIBIT 8-7
EXTRACT FROM BCSD 19 COMPUTER INVENTORY

DEVICE	KIND	MODEL	QUANTITY	PURCHASED
Dell Optiplex	Desktop	620	8	10/10/05
Dell Optiplex	Desktop	GX620	32	7/25/06
Dell Optiplex	Desktop	745	13	2/15/07
Dell Optiplex	Desktop	745	27	3/30/07
Dell Optiplex	Desktop	755	31	7/1/07
Dell Optiplex	Desktop	760	51	8/13/09
Dell Optiplex	Desktop	3020	23	8/13/09
Dell Laptop	Laptop	D510	5	1/30/06
Dell Laptop	Laptop	D520	26	6/18/07
Dell Laptop	Laptop	E5500	12	8/28/09
Dell Laptop	Laptop	E5510	19	4/11/11
Dell Laptop	Laptop	N4030	1	4/11/11
Total Desktop			185	
Total Laptop			63	
Grand Total			248	

Source: Technology Inventory provided by BCSD 19, 2015.

There are several classrooms used by the district to store old computers and network hardware. The IT office also has a large number of older desktop and laptop computers that are not in use and past their useful lifecycle.

There is a great fiscal risk when failing to plan for computer replacement that can impact student learning, faculty and staff productivity, efficiencies in the IT department, and the district budget. With no timeline for replacing computers, and keeping existing computers until they become unusable, great inefficiencies in managing the district's computers come into play, as it is most likely that the computers will not be replaced in bulk, but a few at a time. This leads to an inconsistent and non-standard enterprise deployment, which can complicate computer imaging (configuration of the machine) and scheduled updates as different models require different updates, drivers (programs that run speakers, printers, etc.) and other configuration settings. Student learning and staff productivity are at risk if a replacement is not readily available. There can be extensive wait time to procure a replacement machine. Lastly, the district budget could be negatively impacted by a lack of a replacement schedule in the event that several machines fail with no budget to replace them.

As shown and evidenced by the survey results from the chapter summary, there is considerable dissatisfaction with the technology available in regard to its age and capability. As explained previously in the survey results in **Exhibit 8-8**, these ratings are based on a 5-point scale, with higher values representing greater agreement with the presented statement. Items with an average score of "4" or greater are considered areas where the district is especially effective and efficient. Items with an average score less than "3" are considered areas for improvement.

**EXHIBIT 8-8
SURVEY RESULTS RELATED TO TECHNOLOGY**

VARIABLE	TOTAL	TEACHER	ADMINISTRATOR
The district's technology equipment is often used past its useful lifespan ^a .	1.89	1.91	1.57
District wide, the district is up-to-date technologically	2.26	2.19	2.50

Source: Tidwell and Associates, Inc. 2015.

TIER 1 RECOMMENDATION

Recommendation 8-4:

Develop a three to six year replacement cycle for all district end user devices.

According to statista⁶, the typical lifespan for a laptop computer is three years and is getting shorter over time. The lifespan depends on the initial configuration, quality, and care. The typical desktop lifespan is five years, which is also dependent on initial configuration, quality, care, and expandability. Beyond this point, devices begin to suffer from aging internal components that cannot be upgraded to meet the specifications of current software demands. Those computers that are updated with new operating systems, e.g. upgrading from Windows XP to Windows 7, can suffer from speed and an overall decrease in performance. Indicators of a decrease in performance include extended boot times, delay in opening software, and lag-time when switching between programs.

A three- to four-year planned replacement cycle for mobile devices is common in education environments as well as a five to six years refresh for desktop. A refresh program will alleviate the concerns for a broad set of stakeholders by providing budget forecasting, ensuring that students, faculty, and staff have updated machines that will handle modern software without excessive lag. Most important is the improved support that can be provided by the IT department through efficiencies that take advantage of a homogenous infrastructure, fewer images to support, and streamlined updates and support.

The entire district does not need to replace all computers at one time, and it would not be recommended to do so. A common practice is to develop a plan to replace computers every three to six years and replace one group at a time, such that every year one small group is being replaced. That way the district is guaranteed to have new devices every year, and the district can forecast and budget for this as a consistent line item.

IMPLEMENTATION PLAN

1. The technology director reviews the inventory of all district computers.
2. The technology director develops a plan to replace all laptops every three years, and all desktops every five years.

⁶ As downloaded on May 5, 2015 from <http://www.statista.com/statistics/267474/average-life-of-pc-and-tablets/>

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|--|
| 3. The technology director works with the business office to develop a budget based on the replacement cycle from #2. |
| 4. The technology director and business office present plan for approval to the superintendent and school board. |
| 5. The technology department orders new computers during the winter/spring to be configured and deployed over the summer recess. |

FISCAL IMPACT

There will be no new costs associated with such a plan. Rather, costs will be scheduled and provided to the business office to forecast for new computers each year. Costs will largely depend on the devices purchased. The fiscal impact table below demonstrates a plan for replacement of the current end user computers over a three-year period. Due to the current status of end user inventory we have planned that by Year 3 the district will have completely turned over all existing end user computer devices. To reduce costs, the district can evaluate keeping monitors, keyboards, and mice. This will have a noticeable impact on overall costs as evidenced in Year 4 and Year 5 in this summary.

It is clear that the district is spending money on technology, including desktop computers, based on a review of the hardware inventory provided. The district’s opportunistic approach to purchasing computers, although not unusual in education settings based on funding, should be reconsidered. The current approach requires that funding be apparent during budget development to refresh computers. The current approach creates inconsistency and unknown elements to the planning of IT needs. The district must prioritize, refresh, and create a budget for technology on an annual basis.

FINDING

The district has aging computers that require replacement and a small technology staff struggling to keep systems functioning.

Discussed in Recommendation 8-3, BCSD 19 is advised to address the frequency of computer hardware updates. There is a need for improvement in hardware maintenance and support across all employee groups within the district in regard to speed and effectiveness of computer support, and adequacy of equipment to perform required tasks, as evidenced below.

**EXHIBIT 8-9
SURVEY RESULTS RELATED TO TECHNOLOGY**

VARIABLE	TOTAL	TEACHER	ADMINISTRATOR
When necessary, the district's technology equipment is quickly repaired or serviced	2.23	2.23	2.25
The district has effective technology support when computers malfunction	2.24	2.13	2.63
I have adequate equipment and computer support to conduct my work	2.76	2.76	2.63

Source: Tidwell and Associates, Inc. 2015.

TIER 1 RECOMMENDATION

Recommendation 8-5:

Explore purchasing Chromeboxes to replace student Windows desktop computers and Chromebooks to replace Windows laptops.

A Chromebook is a laptop running Chrome OS, essentially the Google Chrome web browser. Using this type of operating system has many advantages, for both the user and the technology administrator.

The device boots up in seconds, typically under 10 seconds. There is virtually no maintenance, thus reducing the need for additional technology staffing. It is easily managed through a web portal available to the technology administrator. With the vast majority of today's computing occurring on the web, a browser-based operating system is all that is required for 95% of all computing needs. Google Apps for Education is a powerful suite of creativity, collaboration, and communication tools successfully used by millions of teachers and students all over the world, from kindergarten to higher education. Best of all, these devices are very inexpensive, with many models retailing for under \$250.

A Chromebox is a desktop version of the Chromebook, and is a device no larger than a typical hardcover novel. Chromeboxes use the same browser-based operating system as Chromebooks, and would take advantage of the same administrative tools already deployed to manage Chromebooks. There would be no additional costs to manage Chromeboxes, and they would result in a savings regarding time spent managing these devices as they update automatically and require little (if any) technical support once deployed.

Providing access to Chromebooks and Chromeboxes would greatly reduce the support required for desktop computers and free up time for the district technician while providing up-to-date and quality technology tools for teachers, students and administrators.

Prior to the procurement of new devices, the district should consult with a reclamation specialist who can advise about disposal and collect the great number of outdated and unused computer equipment throughout the district. There is potential for thousands of dollars to be received from such an exercise. This could greatly offset the cost of Year 1 of a computer refresh project, as old computer equipment retains value as scrap and as refurbished devices.

While Richland School District 2 is considerably larger than BCSD 19, the district uses a model that could also work in smaller districts such as BCSD 19. Richland 2 supports a 1:1 Chromebook deployment, with around 20,000 Chromebooks deployed to students throughout the district. A technical support staff of only 19 technicians supports this massive Chromebook deployment. This is made possible by the fact that Chromebooks are designed to be managed through the Internet, and do not require a technician to deploy updates, install software, or provide routine service as is necessary with other operating systems today.

IMPLEMENTATION PLAN

1. The technology department will identify desktop and laptop computers in need of replacement, and filter these results for desktops that could be replaced by Chromebooks and Chromeboxes.
2. The technology director will contract with a reclamation specialist to evaluate and haul away outdated and unused computer equipment.
3. The technology director and instructional leaders will research the model Chromebook and Chromebox to be deployed.
4. The technology department will procure the desired model Chromebook and Chromebox.
5. The technology department will deploy Chromebooks and Chromeboxes to replace designated Windows machines.
6. The director of technology will add deployed Chromebooks and Chromeboxes to Google Apps Admin utility for management.

FISCAL IMPACT

Chromebook and Chromebox adoption will reduce overall cost to the district to refresh on a one-to-one basis. For each Chromebook and Chromebox used to refresh a windows based laptop or desktop, it is estimated the district will save a minimum of \$200 - \$600 per device. This estimate is based on the reuse of existing monitors, keyboards, and mice for desktops. Please note, that in some cases a Chromebook/Chromebox may not suffice and the district should examine this on a case-by-case basis. The total estimated cost for implementing this recommendation is \$25,000.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Replace targeted number of Windows machines each year with Chromebooks or Chromeboxes	(\$8,000)	(\$8,000)	(\$8,000)	(\$5,000)	(\$5,000)
Recouped funds from recycled computers	\$5,000	\$1,000	\$1,000	\$1,000	\$1,000
TOTAL COST	(\$3,000)	(\$7,000)	(\$7,000)	(\$4,000)	(\$4,000)

8.5 Administrative

FINDING

BCSD 19 does not have a technology committee or other collaborative decision making body charged with articulating the district technology vision and driving technology decisions to support the learning process of all students in all schools.

At present, the technology decision-making process is handled at the building level. No evidence was found in interviews or policy documentation for a committee of instructional and administrative stakeholders tasked with planning for technology initiatives to ensure consistency across all schools and to make data-driven long and short-term technology-related decisions.

Although efficiencies can be gained by driving technical initiatives from an administrative perspective, lack of stakeholder buy-in from teachers, students, and the community can stall even the most well-intentioned projects. All technology initiatives require moderate to high levels of funding that come at the expense of other areas of need, and as securing funds to maintain existing equipment is a challenge at BCSD 19, it is essential that money is spent wisely. Furthermore, when administrative turnover occurs, technology initiatives begun by the outgoing leader risk abandonment by the new leadership who may possess a different vision and set of goals. Lastly, new technology initiatives have the potential for causing a radical cultural shift among the faculty; and without stakeholder buy-in prior to the initiative, there is a real risk of taxpayer funds being greatly misspent.

Many districts throughout the country engage their faculty when making technology related decisions. This engagement often takes the form of a curriculum and technology committee, with representation from across the district. Dorchester School District 2 is one such district that convenes a technology roundtable comprised of faculty representatives who provide feedback on technology initiatives, spread this information to their colleagues to generate feedback, and build stakeholder buy-in.

TIER 1 RECOMMENDATION

Recommendation 8-6:

Develop a technology committee.

The committee should be composed of faculty, administrative, and technology team members, with the option of including members of the community and/or students, with the focus on technology as a learning tool.

The charge of this committee is to refine and communicate major technology initiatives to be pursued by the district. The current process for technology initiatives is not filtered through a technology committee. Many of the current initiatives have originated at the district level or through building administration. It is important that technology initiatives be vetted through this committee for refinement, integration, support, and feedback.

IMPLEMENTATION PLAN

1. The superintendent will assemble a selection committee of district and building leaders to identify faculty members for inclusion on the technology committee.
2. The superintendent and selection committee will develop a vision for this committee in accordance with district culture and expectations.
3. The superintendent and administration team will draft a vision and share the draft with technology committee members.
4. The technology committee chair will draft quarterly agendas based upon the charge of the committee.

FISCAL IMPACT

This plan will not require the expenditure of funding for outside resources as current staff have the skill sets necessary to complete the activities listed above. The fiscal impact will be internal and come in the form of reassigned work hours to complete the activities needed to implement the recommendation.

FINDING

BCSD 19 has benefited from E-rate for Internal Connections; however, with E-rate modernization, the district will lose funding moving forward.

E-Rate modernization will impact the district's budget. New rules in the program include a cap in the total funding the district can receive for infrastructure projects. Smartly, the district had applied and received funding of \$373,159 for network and server upgrades in E-Rate funding in year 2012. BCSD 19 has been fortunate to receive significant E-Rate funds to install the contemporary Wi-Fi network infrastructure that is needed to support teaching and learning. Unfortunately cap-free infrastructure upgrades are no longer available to the district.

The district has applied for and received \$14,522 in internal connections maintenance funding in 2012 for support of the internal network. In 2013 the district applied for \$115,523 in internal connections maintenance for support of the internal network but was not funded. In 2013 there were changes to the E-Rate, adding complexity around funding internal connections maintenance. The districts has not been funded since 2012 in this category. This situation is not unusual due to the federal programmatic changes.

Historically, the district has applied for support for Priority 1 services on an annual basis, and has been awarded funding for services including voice and cell phone services, including internet access and web hosting services.

Exhibit 8-10 below is a summary of all E-Rate filings and results for filings from 2012 through 2015 for BCSD 19. This exhibit shows requests (i.e. Sum of Original Commitment Request) for Internal Connections (or Priority 2) and Internet Access and Telecomm Services (Priority 1), the awarded amount (i.e. Sum of Committed Amount), and the amounts that have been paid out (i.e. Sum of Total Authorized Disbursement).

**EXHIBIT 8-10
BARNWELL 19 E-RATE FILINGS AND RESULTS
FEBRUARY 2015**

Barnwell 19 E-Rate Filings	Sum of Orig Commitment Request	Sum of Committed Amount	Sum of Total Authorized Disbursement
2012	\$ 656,542.66	\$ 570,983.91	\$ 503,005.18
INTERNAL CONNECTIONS	\$ 441,922.04	\$ 375,100.79	\$ 315,423.16
Novell, Inc.	\$ 2,041.88	\$ 1,941.63	\$ 1,941.63
Systems and Solutions, Inc.	\$ 439,880.16	\$ 373,159.16	\$ 313,481.53
INTERNAL CONNECTIONS MNT	\$ 14,522.54	\$ 14,234.51	\$ 9,418.57
Systems and Solutions, Inc.	\$ 14,522.54	\$ 14,234.51	\$ 9,418.57
INTERNET ACCESS	\$ 55,162.08	\$ 42,442.01	\$ 40,282.01
eChalk Inc.	\$ 11,827.08	\$ 11,708.81	\$ 11,708.81
Systems and Solutions, Inc.	\$ 41,175.00	\$ 28,573.20	\$ 28,573.20
Verizon Wireless	\$ 2,160.00	\$ 2,160.00	
TELCOMM SERVICES	\$ 144,936.00	\$ 139,206.60	\$ 137,881.44
AT&T Mobility	\$ 5,400.00	\$ -	
BellSouth Telecommunications, LLC	\$ 32,940.00	\$ 32,610.60	\$ 31,798.69
South Carolina Net, Inc DBA Spirit Telecom	\$ 1,080.00	\$ 1,080.00	\$ 566.75
Systems and Solutions, Inc.	\$ 103,896.00	\$ 103,896.00	\$ 103,896.00
Verizon Wireless	\$ 1,620.00	\$ 1,620.00	\$ 1,620.00
2013	\$ 179,444.46	\$ 62,920.57	\$ 34,278.15
INTERNAL CONNECTIONS MNT	\$ 116,523.89	\$ -	
Systems and Solutions, Inc.	\$ 116,523.89	\$ -	
INTERNET ACCESS	\$ 24,047.05	\$ 24,047.05	\$ 11,637.85
eChalk Inc.	\$ 11,637.85	\$ 11,637.85	\$ 11,637.85
Systems and Solutions, Inc.	\$ 10,249.20	\$ 10,249.20	
Verizon Wireless (Cellco Partnership)	\$ 2,160.00	\$ 2,160.00	
TELCOMM SERVICES	\$ 38,873.52	\$ 38,873.52	\$ 22,640.30
BellSouth Telecommunications, LLC	\$ 32,410.80	\$ 32,410.80	\$ 17,743.22
South Carolina Net, Inc DBA Spirit Telecom	\$ 1,062.72	\$ 1,062.72	\$ 445.94
Verizon Wireless (Cellco Partnership)	\$ 5,400.00	\$ 5,400.00	\$ 4,451.14
2014	\$ 59,379.98	\$ 59,379.98	\$ 20,136.27
INTERNET ACCESS	\$ 21,844.47	\$ 21,844.47	\$ 20,136.27
eChalk Inc.	\$ 11,595.27	\$ 11,595.27	\$ 11,595.27
Systems and Solutions, Inc.	\$ 10,249.20	\$ 10,249.20	\$ 8,541.00
TELCOMM SERVICES	\$ 37,535.51	\$ 37,535.51	
BellSouth Telecommunications, LLC	\$ 31,500.25	\$ 31,500.25	
South Carolina Net, Inc DBA Spirit Communications	\$ 635.26	\$ 635.26	
Verizon Wireless (Cellco Partnership)	\$ 5,400.00	\$ 5,400.00	
Grand Total	\$ 895,367.10	\$ 693,284.46	\$ 557,419.60

Source: E-Rate funding data as download from www.usac.org April 9, 2015. Note the 2015 funding year is still open for filing and may not represent the final figures for this year.

E-Rate is a program managed by the Federal Communications Commission (FCC) Schools and Libraries Division (SLD) and provides over \$2.3 billion in funding to schools and libraries for the support of telecommunications and other network related services. The E-Rate program, starting with the funding year beginning July 1, 2015, will undergo significant changes that impact all applicants and recipients, including BCSD 19. In addition to the Second E-Rate Modernization Order, the FCC increased the cap for the E-Rate program to \$3.9 billion in funding year 2015, indexed to inflation going forward.⁷

⁷ <http://www.fcc.gov/guides/universal-service-program-schools-and-libraries> March 21, 2015

E-Rate changes include elimination of the “Priority 1” and “Priority 2” categories. Instead, funding will be applied for and allocated through “Category 1” for broadband Internet access and “Category 2” for network-related services and equipment inside of the district school facilities. For BCSD 19, the E-Rate changes will impact the budget significantly as the changes reduced funding for cell phone, web hosting, and telephone/voice related services. Further, changes in Category 2 will eliminate large-scale projects being funded due to limits that are based on student count. Category 2 will be formula-based and limited to \$150 per student before discounts over a five year funding period. Category 2 includes support in areas such as internal networks, including Wi-Fi infrastructure. Additional information can be found at <http://www.fcc.gov/page/summary-E-Rate-modernization-order>.

The district has a successful history of filing for and receiving E-Rate funding in support of Priority 1 telecommunications related services. Priority 1 funding supports services in the two major categories of Telecommunication Services and Internet Access. For the year 2014, the district’s Priority 1 services cost is estimated at out-of-pocket of \$5,988 and with E-Rate support of about \$53,895 for a total cost of \$59,883. E-Rate Priority 1 services for telecommunications, web hosting, and voice services, and cell phone related services are being eliminated and/or reduced in funding over the next five years. Some funding components are being reduced 20% per year until eliminated and others are being eliminated for funding completely in the year 1. For BCSD 19, beginning with the budget year starting July 1, 2015, the loss in funding support due to E-Rate modernization (based on anticipated filings for Category 1 services in 2015) is about \$23,095.

Under Category 2 and E-Rate modernization, BCSD 19 is eligible for \$150 per student supporting internal network connections over a five year period starting July 1, 2015. This funding can be used for services such as network management, equipment including Wi-Fi, and other network enhancements. At the current discount rate for the district (about 90%) and based on the current student population of 714, this equates to support for about \$107,100 in projects with about \$96,390 in E-Rate funding provided. The district will need to provide their 10% share (\$10,710) in out-of-pocket spending to receive the available funding. Unfortunately for BCSD 19, the new rules will not provide for unlimited funding for infrastructure projects such as the district-wide Wi-Fi recently undertaken and funded by E-Rate.

The state of South Carolina provides Internet services. Based on minimal testing and a review of the design of the wide area network (WAN) and Internet services provided, the services appear to be meeting the requirements for the district and any increased capacity is not needed. In addition, the district has installed its own dark fiber connecting the facilities. The district is able to obtain increased levels of Internet bandwidth if needed through the state of South Carolina. As a part of the service the state provides monitoring of the district’s Internet access for security and bandwidth usage. The district can request additional Internet or wide area network capacity from the South Carolina Budget and Control Board Division of Technology who files on behalf of the schools and is currently receiving about \$25 million in E-Rate funding for Internet and Wide Area Networks services on behalf of South Carolina schools. The contract for delivery of these services is awarded to South Carolina Net DBA Spirit Telecom.

TIER 1 RECOMMENDATION

RECOMMENDATION 8-7:

Develop a strategy to reduce costs for services that are losing E-Rate support and use Category 2 funds to support the Wi-Fi network.

The district needs to develop a strategy to address Category 1 changes in funding, particularly telecommunications, cell phone, and web hosting services. Based on current year filings and without any changes in services, the district is facing a \$203,477 reduction in E-Rate funding over the next five years as shown below in **Exhibit 8-11**.

**EXHIBIT 8-11
BCSD 19 A
ANTICIPATED CATEGORY 1 E-RATE FUNDING REDUCTION**

Erate Funding Reduction	
Year 1	\$ (23,095.32)
Year 2	\$ (31,895.38)
Year 3	\$ (40,695.44)
Year 4	\$ (53,895.52)
Year 5	\$ (53,895.52)
Total	\$ (203,477.18)

Source: Tidwell & Associates, Inc. 2015.

The district should immediately develop a Category 1 Telecommunications strategy to address this reduced E-Rate support for services. We are presenting a recommended strategy based on the reduction or elimination of unnecessary Category 1 services.

Of note is the presence of the state-owned Ed-TV tower located on the school grounds of the district. The height and proximity of this asset presents an opportunity for BCSD 19 to potentially deliver wireless broadband internet access to the students, which may be eligible under Category 1 funding with E-Rate. This will require a creative design and E-Rate application but BCSD 19 is in a unique position to deliver wireless access to the district's network as well as Internet for its students beyond the school district facilities, i.e. at home. It is suggested that BCSD 19 consider this unique opportunity.

We have developed the following cost reduction strategy in **Exhibit 8-12** and have calculated the effect of this in **Exhibit 8-13**. The resulting strategy will still require a budget increase for Category 1 services of about \$8,061 in 2015 and additional budget increases in following years. Even under our recommended strategy, the district still faces about \$84,209 in new out-of-pocket cost to the district. Note that the cost reductions shown in Exhibit 8-9 are per year and are cumulative.

**EXHIBIT 8-12
RECOMMENDED MINIMUM COST REDUCTIONS**

Recommended Cost Reductions		
Category 1 Area	Annual Reductions	Total Annual Reductions
Telco Year 1	\$ (5,000.00)	
Cell Phone Year 1	\$ (1,000.00)	
Web Hosting Year 1	\$ (12,883.63)	\$ (18,883.63)
Telco Year 2	\$ (5,000.00)	
Cell Phone Year 2	\$ (1,000.00)	
Web Hosting Year 2	\$ -	\$ (6,000.00)
Telco Year 3	\$ (5,000.00)	
Cell Phone Year 3	\$ -	
Web Hosting Year 3	\$ -	\$ (5,000.00)

Source: Tidwell & Associates, Inc. 2015.

The district IT Director should be aggressive in working on the strategy to reduce costs as this will have significant return on investment. The cost for voice services will be the challenge for the district and it is recommended the district leverage VoIP and move quickly toward lowering the access to the public switched network using technologies such as session initiation protocol (SIP) services. It may be necessary to conduct a bidding process for these services to obtain the lowest possible pricing.

The district should apply for all Category 2 funding to support the Wi-Fi network, providing additional support that is badly needed as the district's current lack of technical resources has created significant issues in quality IT service delivery.

IMPLEMENTATION PLAN

- | |
|--|
| <p>1. The director of technology will develop Category 2 strategy for supporting the Wi-Fi network.</p> |
| <p>2. The director of technology will develop a short term strategy to address budget impact of E-Rate Category 1 changes. In Year 1 the district should take the following actions resulting in the reductions recommended:</p> <ul style="list-style-type: none"> a. Immediately address the necessary cost reductions in telephones and cell phones, and eliminate the contract for web hosting services in Category 1. b. Develop a plan to reduce access to the public switched network through leveraging the VoIP service with migration off from legacy telco services and integration of an SIP connection. |
| <p>3. The director of technology in Year 2 will continue to reduce costs for Category 1 services and apply for Category 2 funds.</p> <ul style="list-style-type: none"> a. Continue to reduce voice telecommunications costs. b. Continue Cell Phone cost reductions. c. Apply for and receive category 2 funding in support of the Wi-Fi network. |

- | |
|--|
| <ol style="list-style-type: none">4. The director of technology in Year 3 will continue to reduce costs for Category 1 services<ol style="list-style-type: none">a. Continue to reduce voice telecommunications costs.b. Continue Cell Phone cost reductions. |
| <ol style="list-style-type: none">5. The director of technology will explore the alternate use of the Ed-TV tower for delivery of wireless network and internet access services to the students and community. |

FISCAL IMPACT

E-Rate Funding is provided by the FCC based on a percentage discount on eligible products and services. The new rules take effect on July 1, 2015, and will provide for formula based funding for Category 2 products and services such as cabling and Wi-Fi networks in school facilities. The E-Rate funding for Category 2 is limited to \$150 per student over a five-year period. Based on 712 students this is \$107,100 in project costs and E-Rate funding to support them of about \$96,390. Category 1 funding is based on usage and is now being limited to discounts for primarily Internet access services. Funding starting July 1, 2015 for cell phone related data services and Web hosting services will be eliminated entirely. In addition over the next four years the discounts for voice-related services will be reduced by 20% per year until completely eliminated.

The following list describes **Exhibit 8-13** table entries.

- Total Telco Cost is the total anticipated pre-discount costs for services received in Category 1, after the recommendations for strategy are completed.
- E-Rate Strategy Telecom Cat-1 (reductions) are the recommended goals for total cost reductions based on the strategy presented.
- Current Budget for E-Rate Eligible Services are the current district out-of-pocket costs spent for services, and it is assumed this budget will need to continue.
- Out of Pocket Increase Cat 1 Doing Nothing is the total cost the district is expected to spend if the district does not implement the recommendations. (This includes the Current Budget for E-Rate Eligible Services amount.)
- E-Rate Strategy ROI Cat 1 is the Return on Investment (ROI) for the district, based on the E-Rate Strategy Telecom Cat-1 (or savings).
- Telco Consultant is for Telecommunications consulting services to support the strategy for Category 1.
- District Share of E-Rate Services Cat-2 is the amount of money the district will need to budget for support of the funding available under Category 2 of E-Rate.
- E-Rate funding Cat-2 is the funding the district is expected to receive under Category 2.
- Total Cost/Savings is what the district should expect as a net result of the recommendations. It should be noted that the total shown includes unbudgeted capital in Category 2.

**EXHIBIT 8-13
IT E-RATE BUDGET WITH STRATEGY APPLIED**

Total Telco Costs Cat-1	\$ 59,883.91	\$ 59,883.91	\$ 59,883.91	\$ 59,883.91	\$ 59,883.91
E-rate Strategy Telecom Cat-1 (reductions)	\$ (18,883.63)	\$ (24,883.63)	\$ (29,883.63)	\$ (29,883.63)	\$ (29,883.63)
Recommendation	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Current Budget for E-rate Eligible Services	\$ 5,988.39	\$ 5,988.39	\$ 5,988.39	\$ 5,988.39	\$ 5,988.39
Out of Pocket Increase Cat 1 Doing Nothing	\$ (29,083.71)	\$ (37,883.77)	\$ (46,683.83)	\$ (59,883.91)	\$ (59,883.91)
E-rate Strategy ROI Cat-1	\$ 15,033.63	\$ 19,383.63	\$ 25,083.63	\$ 29,883.63	\$ 29,883.63
Telco Consultant	\$ -	\$ -			
Sub Total Cat-1 i.e. Budget Increase	\$ (8,061.69)	\$ (12,511.75)	\$ (15,611.81)	\$ (24,011.89)	\$ (24,011.89)
District Share of E-rate services Cat-2		\$ (2,677.50)	\$ (2,677.50)	\$ (2,677.50)	\$ (2,677.50)
E-rate Funding Cat-2		\$ 24,097.50	\$ 24,097.50	\$ 24,097.50	\$ 24,097.50
Sub Total Cat 2	\$ -	\$ 21,420.00	\$ 21,420.00	\$ 21,420.00	\$ 21,420.00
Total Cost /Savings	\$ (8,061.69)	\$ 8,908.25	\$ 5,808.20	\$ (2,591.89)	\$ (2,591.89)

Source: Tidwell and Associates, Inc. 2015.

Barnwell School District 19
Appendix 1: School Efficiency and Effectiveness Staff Survey

This report was prepared by Kassandra A. Alia, M.A., Tidwell and Associates, Inc. in collaboration with JoAnn Cox, Ed.D., and the South Carolina Education Oversight Committee

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Overview

The purpose of this report is to present findings from the Barnwell School District 19 operations' efficiency and effectiveness survey. The survey was administered to teachers and school and district administrators during February and March of 2015. The response rate for the survey by staff role are listed below:

Total Responses for All Respondents: 59/94 (62.8%)

Total Responses for District and School Administrators: 8/16 (50%)

Total Responses for Teachers: 49/78 (62.8%)

A return rate of 70% is considered representative of the population surveyed. In the case of Barnwell School District 19, all categories had a response rate less than 70% with an overall response rate of 62.8%.

Evaluation Methodology

An anonymous electronic survey was sent to teachers, school administrators, and district administrators. The survey was comprised of 86 items.

In the first section (79 items), respondents were asked to indicate their level of agreement with statements pertaining to the following categories: district and office management (13 items); human resources (11 items); financial management (10 items); facilities use and management (14 items); food services (8 items); technology (12 items); and transportation (11 items). All items were rated on a 5-pt likert scale with 1=strongly disagree, 2=disagree, 3=neither agree nor disagree, 4=agree and 5=strongly agree.

In the second section (1 item) respondents were asked to indicate their opinion of the operations of 19 school district functions. Each of the 19 functions were rated on a 4-pt scale, with 1=needs major improvement, 2=needs some improvement, 3=adequate, and 4=outstanding.

In the third section, respondents were asked to rate their perception of the overall operation of the school district on a 4-pt scale (1= less efficient than most other school districts, 2=average in efficiency, 3=above average in efficiency, 4=highly efficient). Additionally, respondents were asked to mark suggestions for how the operational efficiency could be improved.

Finally, classroom teachers were asked to respond to three open-ended items: 1) please summarize your greatest needs in the classroom; 2) please summarize areas in which you believe the district is maximizing its use of operational resources; and 3) please summarize areas in which you believe the district could improve in the efficiency and effectiveness of school district operations.

Data Analysis

Quantitative, likert-scale items were analyzed using descriptive statistics. Average scores for the total sample and by role type (teacher and school/district administrator) were generated for each item. Qualitative, open-ended items were analyzed for common themes.

Survey Results

A total of 59 surveys were completed, with 49 (83%) teachers and 8 (15%) administrators. Two (3%) respondents did not list their role affiliation. The number of responses reflects a sample that is representative of 62.8% of all staff in Barnwell School District 19, with a response rate of 62.8% of teachers and 50% of administrators responding to the survey.

Results from the survey are organized into the four sections listed in the above evaluation methodology section.

Section 1

Items in this section are rated on a 5-pt scale, with higher values representing greater agreement with the presented statement. Items with an average score of “4” or greater are considered areas where the district is especially effective and efficient. Items with an average score less than “3” are considered areas for improvement. Highlights from survey results are described below. Complete results can be found in the tables at the end of this document.

District Organization and Management

Complete results for this section can be found in Table 1. Highlights include:

- Both teachers (M=2.47) and administrators (M=2.75) indicated greater disagreement that administrative practices are highly effective and efficient, suggesting that this is an area for improvement.
- Teachers (M=2.98) expressed greater disagreement in comparison with administrators (3.63) that the district office effectively communicates with school-level staff.
- Overall, respondents disagreed that school board members understand their role as policymakers and stay out of the day-to-day management of the district (M=2.90).
- Administrators (M=4.00) indicated greater agreement that they understood the district’s budgetary process, whereas teachers (M=2.53) indicated greater disagreement.
- Overall, respondents expressed greater disagreement that the morale of the district office administrators (M=2.62) and teachers (M=2.16) is good, suggesting that morale overall could be improved.

Human Resources

Complete results for this section can be found in Table 2. Highlights include:

- Overall, respondents disagreed that district salaries are competitive with similar positions in the job market (M=1.68).
- Both teachers and administrators (M=2.59) expressed greater disagreement that the district has a good program for orienting new employees, suggesting that this is an area for improvement.
- Respondents also disagreed that the district has an adequate number of staff to carry out its operations (M=2.30).
- Administrators (M=4.00) agreed that there is adequate professional development for principals and teachers, whereas teachers (M=2.79) did not.
- Administrators (M=4.43) agreed more strongly that employees receive personal evaluations in comparison with teachers (M=3.53).

Financial Management

Complete results for this section can be found in Table 3. Highlights include:

- Overall, respondents disagreed that the district spends an appropriate percentage of its budget on academic programs (M=2.68).
- Respondents also disagreed that school administrators are well trained in the fiscal management of their schools (M=2.46).

Facilities Use and Management

Complete results for this section can be found in Table 4. Highlights include:

- Administrators (M=4.00) expressed greater agreement that the district has a long-range plan to address facility needs in comparison with teachers (M=2.97).
- Overall, respondents were satisfied with the number of portable buildings in the district (M=4.28).
- However, respondents disagreed that repairs are made in a timely manner (M=2.58).
- Respondents also felt that there are facility and equipment concerns throughout schools (M=1.82) suggesting that this is an area for improvement.
- Other areas for improvement include:
 - The district's facilities are secure from unwanted visitors, with an overall rating less than 3 (M=2.47).
 - Safety hazards do not exist on school grounds (M=2.56).
 - The district has a process for involving administrators, teachers, and support staff in planning new facilities (M=2.69).

Food Services

Complete results for this section can be found in Table 5. Highlights include:

- Overall, respondents agreed that the school breakfast program is available to all children (M=4.55).
- Respondents also agreed that the district has a summer program for feeding students (M=4.05).

Technology

Complete results for this section can be found in Table 6. Highlights include:

- Overall, respondents indicated the technology was an area for improvement, with 7-items having an average score less than 3. These items included:
 - The district is up-to-date technologically (M=2.26).
 - The district has adequate technology to support its operations (M=2.49).
 - The district's technology equipment is quickly repaired or serviced (M=2.23).
 - The district has effective technology support when computers malfunction (M=2.24).
 - I have adequate equipment and computer support to conduct my work (M=2.76).
 - The district's technology equipment is used past its lifespan (M=1.89).
 - The district has adequate bandwidth (M=2.62).

Transportation

Complete results for this section can be found in Table 7. Highlights include:

- Overall, respondents felt that the buses arrive early enough for students to eat a school breakfast (M=4.17).
- However, respondents indicated that discipline on buses is a problem (M=2.29) suggesting that this is an area for improvement.
- Respondents also indicated overall disagreement that the district has alternate bus drivers on call when drivers are unavailable (M=2.59) suggesting that this was also an area for improvement.

Section 2

Items in this section are rated on a 4-pt scale, with higher values representing a more positive opinion with the district functioning on that particular item. Items with an average score greater than “3” are considered areas where the district is especially effective and efficient. Items with an average score less than “2” are considered areas for improvement. Highlights from survey results are described below. Complete results can be found in Table 8 at the end of this document.

Highlights include:

- Teachers (M=1.83) felt that warehouse functioning could be improved in comparison with administrators (M=2.60).

Section 3

Respondents were asked to rate the overall operation of the school district on a 4-pt scale. The average responses were 1.47 for teachers and 1.38 for administrators. These findings suggest that overall respondents felt that operation of the school district could be improved.

When asked to indicate how the operational efficiency of the school could be improved, respondents identified the following areas:

- 32 (54.2%) identified increasing the number of teachers
- 26 (44.1%) identified increasing the number of administrators
- 18 (30.5%) identified improving energy management operations
- 13 (22.0%) identified outsourcing some functions
- 9 (15.3%) identified reducing the number of administrators
- 6 (10.1%) identified rezoning schools
- 5 (8.5%) identified reducing the number of teachers
- 2 (3.3%) identified reducing the number of facilities

Section 4

Greatest Needs in the Classroom

The most common need reported by teachers was the need for updated technology. This included requested for improved internet access and newer equipment. For example, one

teacher noted, "Technology needs to be addressed i.e., wireless projectors, computers in all classrooms for student access, document cameras, updated technology... for each classroom." Another teacher noted, "My greatest need in my classroom is an update in technology. It is imperative that every teacher has a bumper that covers the chords to ensure the safety of both students and teachers. Every teacher needs to have a document camera to further lesson enhancement and improve the quality of student learning."

In addition to technology, teachers requested updated materials, including textbooks, projectors, and supplies for classroom projects. For example, one teacher said, "My greatest need would be books, books, books, etc." Another requested, "More hands on resources for my grade level."

Teachers also indicated a need for increased support from administration. This included more support overall as well as for behavioral issues. For example, one teacher commented, "Support from the school principal and better leadership from district office"

Use of District Resources

Teachers raised several areas where they felt use of district resources was maximized. Several teachers indicated that professional development was an area where resources were maximized. Others indicated athletics and sporting events. Another area included professional development; some teachers felt the money spent on professional development for administrators was not well allocated. For example, one teacher stated, "Unnecessary things like trips for administrators. Yet still teachers can't go to conferences, because of funding." Funding was another place where teachers felt resources were maximized. In particular, a few teachers indicated that funding for the TAP program was maximized.

Suggestions for Improvement

The most comment suggestion for improvement was enhanced administration support and improved relations between administration and teachers. This includes support for student discipline, as demonstrated by this teacher, "Better discipline policies are needed because students have nothing to deter them from misbehaving. They are given a slap on the wrist, and a couple of days later they are back in the same teacher's class behaving the same way." More support overall was also requested. Several teachers felt that poor relations between administrators and teachers was hurting the overall school climate. For example, one teacher stated, "Teacher morale is low due to administrative decisions that teachers are not aware of. When changes are being made it is important to share those changes with all staff. The principal should be able to run the school without seeking approval of the superintendent in all matters. The superintendent should refrain from making negative comments about faculty and staff. It is also important for the superintendent to put personal issues aside when making decisions that will affect the district and personnel. There are qualified people in the district to assist with discipline issues. Unfortunately, these people are being over looked. Vengeance is displayed throughout the school. This is due to people being mistreated by administration and the superintendent." Another teacher noted, "Most companies are successful because they value their employees and their customers! No one wants to leave a job when you're valued and appreciated for your work ethics and at the same time being productive! Would you stay in a hostile environment where you're not valued when you have other options?"

Teachers also suggested that the district hire more staff. This included teachers, custodial staff, and teaching support staff. For example, one teacher stated, "I think the school could do a

better job of recruiting teachers. The schools are extremely understaffed and in turn this has an effect on the students' education and behavior. The school is also in dire need of more administrators." Another noted, "If more custodial people were hired, the school would be more attractive and cleaner. If more teachers were hired, there would be less crowded classrooms." More teaching support was also requested, as demonstrated in the following example, "We need more reading and math coaches, interventionists and most importantly we need highly qualified veteran teachers to help support new teachers all year long with reading and math strategies that work forever!"

Budgeting and fiscal management was another area that teachers felt could be improved. Teachers suggested a need to improve spending overall. Several also indicated that money spent on trips for administrators should be reduced. For example, one teacher commented, "Spending – too many trips in which teachers are never informed about information that could be useful to them." Another stated, "Not spending money on trips for the superintendent."

Teachers also requested improved maintenance. For example, one teacher commented, "Have cleaner facilities, repairs done in a timely manner." Another requested that the district, "Make repairs in a timely manner. Some teachers have broken locks or locks that are about to break. This can be a very serious issue where safety is concerned."

Table 1. District and Organization Management

VARIABLE	TOTAL	TEACHER	ADMINISTRATOR
District has a long range strategic plan that guides the decision-making process	3.51	3.52	3.63
Most administrative practices in this school district are highly effective and efficient	2.49	2.47	2.75
The district effectively communicates with parents and community members	3.54	3.56	4.14
Major bottlenecks exist in many administrative processes which cause unnecessary delays ^a	2.63	2.58	3.00
District office administrators provide quality services to schools	3.16	3.10	3.75
The district office effectively communicates with school-level staff	2.98	2.96	3.63
The district effectively uses volunteers to assist with meeting district goals	3.00	3.02	3.33
The district effectively uses business partners to assist with meeting district goals	3.13	3.13	3.43
School board members understand their role as policymakers and stay out of the day-to-day management of the district	2.90	2.93	2.75
The superintendent is accessible to district staff	3.57	3.54	3.75
I understand the district's budgetary process	2.77	2.53	4.00
The morale of the district office administration staff is good	2.62	2.69	2.63
The morale of teachers is good	2.16	2.10	2.25

Note: Items in this section are rated on a 5-pt scale, with higher values representing greater agreement with the presented statement. Items with an average score of "4" or greater are considered areas where the district is especially effective and efficient. Items with an average score less than "3" are considered areas for improvement. ^aItems reverse scored so that higher values reflect greater perceptions of efficiency and effectiveness

Table 2. Human Resources

VARIABLE	TOTAL	TEACHER	ADMINISTRATOR
I have an accurate job description	3.62	3.69	3.25
District salaries for the type position I am in are competitive with similar positions in the job market	1.68	1.74	1.38
I feel that my work is appreciated by my supervisors	3.09	3.08	3.25
I receive adequate training and support to perform my job functions	3.21	3.27	3.25
The district has a good program for orienting new employees	2.59	2.63	2.38
The district has an adequate number of staff to carry out its operations	2.30	2.23	2.88
The district actively recruits high quality staff to fill vacant positions	2.81	2.81	3.00
There is adequate high quality professional development for the principals and teachers	2.93	2.79	4.00
District employees receive annual personal evaluations	3.85	3.82	4.13
Employees receive their personal evaluations each year well in advance of the end of the school year	3.60	3.53	4.43
The district has a fair and timely grievance process	3.16	3.18	3.00

Note: Items in this section are rated on a 5-pt scale, with higher values representing greater agreement with the presented statement. Items with an average score of “4” or greater are considered areas where the district is especially effective and efficient. Items with an average score less than “3” are considered areas for improvement.

Table 3. Financial Management

VARIABLE	TOTAL	TEACHER	ADMINISTRATOR
Tax dollars are being well spent by the district	2.41	2.36	3.00
The district actively applies for competitive state and federal grants	3.38	3.34	3.71
The district's financial reports are readily available to the community	3.38	3.35	3.75
The district spends an appropriate percentage of its budget on academic programs	2.68	2.70	2.88
The district is transparent in how it spends money, including posting the budget on the district website	3.02	3.07	3.00
I complete an annual inventory of the equipment in my work area	3.88	3.96	3.50
The district wisely manages its revenues and expenditures	2.51	2.49	3.00
Financial resources are allocated fairly and equitably to the district's schools	2.47	2.39	3.00
School administrators are well trained in the fiscal management of their schools	2.46	2.48	2.50
Purchasing processes are not cumbersome for the requestor	2.77	2.71	3.25

Note: Items in this section are rated on a 5-pt scale, with higher values representing greater agreement with the presented statement. Items with an average score of "4" or greater are considered areas where the district is especially effective and efficient. Items with an average score less than "3" are considered areas for improvement.

Table 4. Facilities and Use Management

VARIABLE	TOTAL	TEACHER	ADMINISTRATOR
The district has a long-range plan to address facility needs	3.14	2.97	4.00
The district has too many portable buildings ^a	4.28	4.27	4.50
The district's facilities are well-maintained	2.57	2.53	3.00
Our schools have sufficient space and facilities to support the instructional program	3.53	3.40	4.13
Repairs are made in a timely manner	2.58	2.55	2.88
The construction managers are selected objectively	2.88	2.83	3.00
The district's facilities are kept clean	3.26	3.23	3.25
The district has an energy management program in place to minimize energy consumption	3.14	3.11	3.17
There are facility and/or equipment concerns throughout the schools ^a	1.82	1.83	1.75
The district's facilities are secure from unwanted visitors	2.47	2.42	2.38
I know what to do during a crisis or an emergency	3.66	3.63	3.75
Safety hazards do not exist on school grounds	2.56	2.57	2.63
There is a process in place for community use of a facility space and it is applied equally to all users	3.56	3.51	4.00
The district has a process for involving administrators, teachers and support staff in planning new facilities	2.69	2.75	2.86

Note: Items in this section are rated on a 5-pt scale, with higher values representing greater agreement with the presented statement. Items with an average score of "4" or greater are considered areas where the district is especially effective and efficient. Items with an average score less than "3" are considered areas for improvement. ^aItems reverse scored so that higher values reflect greater perceptions of efficiency and effectiveness

Table 5. Food Services

VARIABLE	TOTAL	TEACHER	ADMINISTRATOR
The cafeteria facilities and equipment are sanitary and neat	4.04	3.95	4.38
I find the cafeteria meals appealing and appetizing	3.00	2.87	3.75
The school breakfast program is available to all children	4.55	4.54	4.43
Students have enough time to eat	4.04	3.96	4.43
Students wait in food lines longer than 10 minutes ^a	3.78	3.75	3.80
Cafeteria staff is helpful and friendly	3.74	3.90	3.00
Weekend provisions for food is made for needy students	2.89	2.83	3.00
The district has a summer program for feeding students	4.05	4.00	4.14

Note: Items in this section are rated on a 5-pt scale, with higher values representing greater agreement with the presented statement. Items with an average score of “4” or greater are considered areas where the district is especially effective and efficient. Items with an average score less than “3” are considered areas for improvement. ^aItems reverse scored so that higher values reflect greater perceptions of efficiency and effectiveness

Table 6. Technology

VARIABLE	TOTAL	TEACHER	ADMINISTRATOR
I understand how to use technology as it relates to my job functions	4.29	4.33	4.00
District wide, the district is up-to-date technologically	2.26	2.19	2.50
The district has adequate technology to support its operations	2.49	2.47	2.25
When necessary, the district's technology equipment is quickly repaired or serviced	2.23	2.23	2.25
The district has effective technology support when computers' malfunction	2.24	2.13	2.63
I have adequate equipment and computer support to conduct my work	2.76	2.76	2.63
The district's technology equipment is often used past its useful lifespan ^a	1.89	1.91	1.57
The district website is a useful tool for staff, parents, and students	3.80	3.76	3.88
Students have regular access to computer equipment and software in the classroom	3.27	3.09	4.29
District staff have easy access to internet	3.69	3.69	3.62
The district has adequate bandwidth to ensure maximum use of the internet	2.62	2.56	2.75
Overall, teachers are effectively utilizing technology as part of instruction	3.62	3.64	3.17

Note: Items in this section are rated on a 5-pt scale, with higher values representing greater agreement with the presented statement. Items with an average score of "4" or greater are considered areas where the district is especially effective and efficient. Items with an average score less than "3" are considered areas for improvement. ^aItems reverse scored so that higher values reflect greater perceptions of efficiency and effectiveness

Table 7. Transportation

VARIABLE	TOTAL	TEACHER	ADMINISTRATOR
Buses arrive and depart on time each day	3.74	3.76	3.67
There are enough working buses to meet the needs of the district	2.93	2.92	3.40
Student ride times on school buses are too long ^a	3.35	3.22	4.00
The drop off zones at the schools are safe	3.72	3.79	3.20
The district has a user-friendly process to request buses for special events	3.73	3.74	4.00
Adding or modifying a route for a student is easy to accomplish	3.84	4.04	3.00
Buses arrive early enough for students to eat a school breakfast	4.17	4.14	4.50
Bus drivers are well trained	3.91	4.00	3.50
Discipline on buses is a problem ^a	2.29	2.32	2.33
Buses seldom break down	3.26	3.34	2.67
The district has alternate bus drivers on call when drivers are unavailable due to health or emergency concerns	2.59	2.66	2.50

Note: Items in this section are rated on a 5-pt scale, with higher values representing greater agreement with the presented statement. Items with an average score of “4” or greater are considered areas where the district is especially effective and efficient. Items with an average score less than “3” are considered areas for improvement. ^aItems reverse scored so that higher values reflect greater perceptions of efficiency and effectiveness

Table 8. District Function Operations

VARIABLE	TOTAL	TEACHER	ADMINISTRATOR
Budgeting	1.61	1.57	2.00
Strategic Planning	2.09	2.07	2.38
Purchasing	1.89	1.82	2.25
Warehouse	1.94	1.83	2.60
School Board	2.14	2.17	2.13
Financial Management	1.85	1.77	2.38
Grant Development	1.98	2.02	1.86
Community Relations	2.18	2.13	2.75
Program Evaluation, Research	2.00	2.02	2.00
Instructional Technology	2.07	2.06	1.88
Administrative Technology	2.04	2.02	2.13
Human Resources	2.32	2.38	2.17
Staff Development	2.14	2.12	2.38
Facilities Planning	2.04	1.98	2.57
Plant Management	1.88	1.82	2.33
Custodial	2.33	2.31	2.57
Energy Management	2.22	2.26	2.00
Food Services	2.54	2.51	2.71
Transportation	2.59	2.64	2.29

Note: Items in this section are rated on a 4-pt scale, with higher values representing greater agreement with the presented statement. Items with an average score of “3” or greater are considered areas where the district is especially effective and efficient. Items with an average score less than “2” are considered areas for improvement.

Barnwell School District 19
Appendix 2: Dimensions of the Superintendent

dimensions

of the superintendent



educational leadership

The superintendent provides leadership and direction for an educational system that is based on desired student achievement.



Performance expectation: the superintendent will provide leadership to the school board in implementing the district's vision, mission and goals.

Superintendent indicators

1. Collaborates with the board to prepare long- and short-term operational and instructional goals.
2. Assists the board in developing and adopting district goals with data and leadership.
3. Develops for each goal an action plan outlining performance expectations.
4. Administers or evaluates action plans personally or through delegation of staff.
5. Oversees the planning and evaluation of curriculum and instruction programs.
6. Reports to the board on implementation status of the goals and instructional program effectiveness.

Board indicators

1. Communicates a clear vision.



Performance expectation: the superintendent will assist the board in the continuous improvement of the district.

Superintendent indicators

1. Assists new board members to meet state training requirements.
2. Informs the board of current trends and developments in education.
3. Prepares reports on:
 - a. progress and revisions of action plans to accomplish the district's vision/philosophy/goals
 - b. district strengths and areas for improvements

- c. compelling or anticipated challenges and emerging issues, trends or opportunities
4. Participates in professional activities to enhance knowledge and skills.
 5. Assists and encourages board members to engage in continuous board training.

Board indicators

1. Conducts professional meetings.
2. Avoids micromanaging district staff or operations.
3. Supports the superintendent and administrative staff.
4. Participates in training activities.



Performance expectation: the superintendent, as chief executive officer to the school board, will provide leadership in personnel management.

Superintendent indicators

1. Communicates the board's vision, mission and goals to all personnel.
2. Provides leadership as chief executive officer and acts as general supervisor of all personnel.
3. Recommends to the board appropriate personnel actions, including employment, assignments and dismissals.
4. Implements a fair and equitable evaluation process for all personnel.
5. Reviews and/or recommends job descriptions for all personnel and maintains adopted job descriptions.
6. Organizes the recruitment of personnel.

district management

The superintendent demonstrates effective planning and management of district administration, finances, operations and personnel.



Performance expectation: the superintendent will assist the board to implement the district's organizational structure.

Superintendent indicators

1. Administers district affairs through board policies.
2. Posts notices of all board meetings in accordance with the state’s Freedom of Information Act (FOIA).
3. Follows board policies to plan and conduct board meetings, including types of meetings, agenda development, superintendent recommendations, public input and recorded minutes.
4. Provides written reports on actions plans, status of district goals and achievements, information on agenda items where needed, and written recommendation(s) on action items.
5. Maintains the official board records and other records required by FOIA.



Performance expectation: the superintendent will provide leadership to the board in policy development and policy implementation.

Superintendent indicators:

1. Informs the board of any changes to state and federal laws, rules and regulations.
2. Maintains and distributes board policies.
3. Provides recommendations, usually in writing, on all new or revised policies presented to the board for consideration.
4. Seeks out staff and public opinion on proposed policies and shares the information with the board.
5. Implements and explains board policies and actions.



Performance expectation: the superintendent will provide sound fiscal management to assist the board in financial management.

Superintendent indicators:

1. Coordinates with the board to develop the proposed budget.
2. Develops the proposed budget following the approved budget development process and timeline to meet state and local requirements.

3. Implements and administers the approved budget through sound business and fiscal practices as per board policy.
4. Administers the budget within board established spending levels and recommends budget amendments when necessary.
5. Prepares monthly financial updates.
6. Maintains the district’s financial records and cooperates with auditors in the conduct of the annual audit.

board and community relations

The superintendent maintains a positive and productive working relationship with the board and the community.



Performance expectation: the superintendent will provide leadership in board, staff and community relationships.

Superintendent indicators:

1. Demonstrates respect and cooperation in professional relationships with the board and individual board members, staff and community.
2. Recognizes and protects the chain of command concept.
3. Works with the board to develop and implement a process that encourages and seeks the input of staff at all levels in decision making when appropriate.
4. Adheres to adopted board policies on media communications.

School board indicators

1. Serves as an advocate for children and public education.
2. Understands and responds to the needs of the district students and staff.

Other guiding principles

1. Think about areas of strengths.
2. Think about areas in need of improvement.
3. Think about specific, board-identified areas in need of improvement.



Barnwell School District 19
Appendix 3: Additional Future Considerations

FINDING

BCSD 19 has not utilized its 8 percent borrowing capacity authorized in the state constitution.

The state constitution allows school boards, without a bond referendum, to issue general obligation bonds up to 8 percent of the district's assessed valuation to fund capital projects. The 8 percent borrowing capacity of BCSD 19 based on an assessed valuation of \$10,714,735.00 is \$857,178.80. Given the value of one mill is \$8,500.00, 100 mills would have to be levied to raise this revenue. The cost to an owner-occupied taxpayer with a home valued at \$100,000.00 for a one mill increase is \$4.00 per year. For all other property owners a one mill increase would essentially cost \$6.00 for each \$100,000.00 of property.

Consider issuing general obligation bonds under the 8 percent authority granted in the state constitution. The board may increase the millage without a referendum by 100 mills. If they were to do so, the cost to the taxpayer with an owner-occupied home valued at \$100,000.00 would cost \$400.00 annually. For all other property owners the cost would be \$600.00 for each \$100,000.00 of property. A phased increase in the millage over a number of years is preferred.

Proceeds from these bonds may be used to fund needed capital improvements (e.g., general maintenance, painting, roof repairs, as well as technology equipment/infrastructure acquisitions). The Facilities Chapter (Chapter 5) of this report shows needed capital improvements. The potential funding available annually of \$857,179 could address those facility needs identified for BCSD 19.

IMPLEMENTATION PLAN

1. The administration should annually present candidate capital improvement/technology infrastructure/acquisition needs for the board's consideration.
2. The board would pass a motion to sell general obligation bonds authorized under the 8% statute.
3. The administration should utilize the proceeds from the bonds to implement the capital improvements.

FISCAL IMPACT

If the maximum amount allowed were borrowed, it would require an estimated increase in taxes for a BCSD 19 owner-occupied home taxpayer with a home valued at \$100,000.00 of \$400.00 per year. For all other property owners, the cost would be \$600.00 for each \$100,000.00 of property.