

# Clarendon School District 1 School District Efficiency Review **FINAL REPORT**



**Clarendon**  
**School District 1**



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June 1, 2015

**TIDWELL & ASSOCIATES, INC.**

**"THE ART OF THE POSSIBLE"**

**TIDWELL AND ASSOCIATES, INC. DRAFT REPORT REVIEW**

**CLARENDON 1 SCHOOL DISTRICT**

This document serves to verify that  
Clarendon 1 School District staff and Superintendent Wilder 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

6-1-2015  
\_\_\_\_\_

Date

# Clarendon School District 1 School District Efficiency Review FINAL REPORT

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## **1.0 INTRODUCTION AND EXECUTIVE SUMMARY**

This chapter presents an introduction and executive summary of the efficiency review conducted in Clarendon School District 1 (CSD 1). The 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**

Clarendon 1 (CSD 1) is to be commended for volunteering to be one of the districts reviewed. Superintendent Wilder and key district staff were very receptive to the review and have made plans to begin the implementation of several of our team's recommendations. Strong school district leadership like that in CSD 1 invite change and seek ways to try new strategies to achieve operational efficiencies and make the district a better learning environment for students. The district's motto revolves around "students always first."

Tidwell and Associates, Inc. wishes to acknowledge the significant support, time, and effort made by Superintendent Rose Wilder, the board members, and senior staff. A special thank you is extended to Ms. Beverly Spry, the assistant to the superintendent. Ms. Spry ensured that the onsite visit logistics ran smoothly.

We would also like to thank staff from Florence 4, Barnwell 19, Saluda 1, and Allendale 1 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 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 CSD 1 is Stacie Martin. Stacie is an outstanding senior at Scott's Branch High School. Stacie's attributes that make her deserving of this honor are numerous. She always goes above and beyond what is asked to get every task completed with excellence. With a 4.20 GPA, she is truly an exceptional student who ranks at the top of her class.

Stacie's mild-mannered nature, commitment to excellence, and academic performance are just a few of the things that make her stand above the crowd. She is the co-captain of the cheerleading team and a student assistant in the guidance office. Stacie is a member of the

National Honor Society, and plans to attend Allen University where she wants to major in biology. We wish Stacie much success in her college career.

### **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](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/oega/Oklahoma\\_School\\_Performance\\_Review/](http://www.ok.gov/oega/Oklahoma_School_Performance_Review/)

We applaud the state of South Carolina for initiating a similar type program to ensure that school districts are maximizing its 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 an analysis of seven of the district's operational areas, each presented in a separate chapter, with a summary of the survey results in **Appendix 1**. The 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 review 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 CSD 1 continue to keep necessary budget cuts as far from the classroom as possible.

Each of the chapter's recommendations is labeled 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 CSD 1 efficiency review:

- Followed a common set of efficiency review guidelines based on best practices, and industry standards, that were specifically tailored to CSD 1;
- 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;
- 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 straightforward, 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, Inc. requested and reviewed over 100 documents.

### *Peer District Data*

Four peer districts were agreed upon by the EOC, the district, and Tidwell and Associates, Inc. The peer districts were selected by using similar district demographics. The peers selected for CSD 1 were Florence 4, Allendale 1, Barnwell 19, and Saluda 1 school districts.

### *Preliminary Review*

On January 21, 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 (including assistant principals), and teachers, in the focus of 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 CSD 1, all categories had a response rate greater than 70 percent, with an overall response rate of 93.3 percent. This suggests that findings are representative of staff in the school district. It is important to note that five respondents indicated that they were school administrators, although records indicate that there are only four school administrators in the district. As such, results for this category should be interpreted with caution.

A detailed summary of the survey results appears in **Appendix 1**. Specific survey items pertinent to findings in the operational areas the team reviewed are presented within each chapter.

### *Conducting the Onsite Review*

A team of nine consultants conducted the review with support staff and analysts assisting in the process as well. The onsite review was conducted on March 19 and 20, 2015. During this review we examined all areas of district operations. During our onsite visit, team members conducted detailed reviews of the structure and operations of the school district in their assigned functional area. We met with district office staff, school-level staff, and had follow-up interviews with board members. Our team made multiple visits to all of the district's schools.

Additionally, we hosted a Community Open House where students, parents, staff, and business and community members could provide input into the process. The open house was held at Scott's Branch High School. A total of 30 parents and/or community members/students attended the forum. Our team listened to the attendees' input and followed up on issues presented that evening.

### *Final Presentation*

Team leaders from Tidwell and Associates, Inc. will conduct a presentation for the staff and/or board of CSD 1. The date for the presentation is scheduled for June 9, 2015.

### **1.5 Overview of the District**

CSD 1 has four schools: Scott's Branch Middle School, Scott's Branch High School, St. Paul Elementary School, and Summerton Early Childhood Center. The student enrollment for 2014-15 is 807 students.

CSD 1 is governed by a nine-member board of trustees. Five board members are elected every four years and four board members are appointed every two years by the Clarendon board of education. The board has three committees: finance, community relations, and facilities. The committees meet regularly and report related findings and recommendations to the board.

Superintendent Rose Wilder has led the district for 11 years. She has held numerous leadership positions in the state including Executive Director of the South Carolina Association of School Administrators (SCASA). Dr. Wilder was named the 2013-14 South Carolina School District Superintendent of the year.

Under Superintendent Wilder's leadership, student achievement has overall been improving. For example, in 2013-14, Scott's Branch High School, St. Paul Elementary School, and Summerton Early Childhood Center earned a federal grade of "A." Scott's Branch Middle School and the district earned a federal grade of "B." The district's graduation rate has exceeded the state's average for the past several years.

District budget data show that the total general fund revenues for FY 2013-14 were \$6,044,386 and the total expenditures for FY 2013-14 were \$5,734,686.

## 1.6 Summary of Commendations (by Chapter)

<b>2.0 DISTRICT ORGANIZATION AND MANAGEMENT</b>	<b>PAGE</b>
The school board and administration have approved specific measures designed to ensure a cost-effective method for maintaining a current policy manual.....	2-8
Access to the policy manual on the CSD 1 website is user-friendly.....	2-8
The district keeps up-to-date department goals to guide strategic plans and to keep focused on efficiency and effectiveness.....	2-14
The district has a full-time position dedicated to overseeing curriculum and instructional programs.....	2-15
CSD 1 is holding down legal costs.....	2-20
CSD 1 has an outstanding district improvement (strategic plan) process and plan.....	2-22
The district has developed continuing parent, business, and university partnerships.....	2-23
CSD 1 involves the town's students and community members to improve community relations.....	2-24
The district's active community resource center provides productive activities for students, parents, and the community.....	2-26
<b>3.0 FINANCIAL MANAGEMENT</b>	
CSD 1 is commended for receiving over \$11.9 million in federal and state grants since 2005.....	3-8
The district has reduced operating costs \$104,166 while continuing the level of service.....	3-8
District staff submitted data so that the district continued to receive special needs transportation reimbursement during a transition time.....	3-18
<b>4.0 HUMAN RESOURCES MANAGEMENT</b>	
The district does a good job of maintaining its job descriptions.....	4-11
CSD 1 has established partnerships with surrounding universities for teacher recruitment.....	4-12
The district is committed to professional development opportunities, including for paraprofessionals and secretaries.....	4-17
<b>5.0 FACILITY USE AND ENERGY MANAGEMENT</b>	
CSD 1 facilities are well-maintained and exhibit a high level of cleanliness.....	5-43
CSD 1 understands the value of maintaining its facilities and creating the necessary funding.....	5-44
The district has a facility maintenance program that recognizes, anticipates and plans for facility improvement needs.....	5-45
The district operates at best practice standards for custodian staffing.....	5-46
CSD 1 is commended for operating in a more energy efficient manner than a comparable district.....	5-53
CSD 1 has met the mandated 20% energy use reduction goal since 2000 and received a Milestone Recognition Award from the SC Energy Office.....	5-53

<b>6.0 TRANSPORTATION</b>	<b>PAGE</b>
The district has a full-time professional transportation director.....	6-9
The district provides safe and effective transportation services with an appropriate level of hazardous transportation service within the walk zones.....	6-12
The district employs staff who perform multiple job functions.....	6-19
The district should continue to use the after-hour services of an SCDOE mechanic to staff the district’s preventive maintenance program for all maintenance, repair and inspection services.....	6-25
The district is doing a very good job of controlling the cost of bus maintenance, repair, and inspection.....	6-25
<b>7.0 FOOD SERVICE</b>	
The district works with outside resources to improve the health of students.....	7-5
The district manages the food services budget at staffing levels that help the program to remain solvent.....	7-8
<b>8.0 TECHNOLOGY USE AND MANAGEMENT</b>	
CSD 1 has embraced the free Microsoft Office suite of tools that includes student email and anytime/anywhere access to documents.....	8-11
The district refurbishes old computers that are no longer useful in the classroom and provides them to community members.....	8-11
The district dedicates time and resources to work collaboratively with university, government and private partners toward improving the academic program for students and skills for faculty.....	8-14

**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.

<b>2.0 DISTRICT ORGANIZATION AND MANAGEMENT</b>	<b>PAGE</b>
<small>Tier Level</small>	
Tier 1 Explore opportunities for shared services with Clarendon 2 and 3 school districts.....	2-13
Tier 1 Ensure the board meetings adhere to Robert’s Rules of Order, post the agenda and meeting minutes on the district’s website, and request the South Carolina School Boards’ Association (SCSBA) or board attorney to provide additional training to assist in improving the image of the board.....	2-16
Tier 2 Amend BG policy review procedures BGC/BGD to require a review, minimally, each five years.....	2-9

<b>2.0 DISTRICT ORGANIZATION AND MANAGEMENT (Continued)</b>		<b>PAGE</b>
<small>Tier Level</small>		
Tier 2	Request the board attend training to ensure appropriate and full use of assigned district computers.....	<b>2-17</b>
Tier 2	Consider using the SCSBA process for the superintendent's evaluation.....	<b>2-19</b>
Tier 2	Develop and implement a legal services evaluation plan.....	<b>2-20</b>
Tier 2	Form an educational foundation.....	<b>2-24</b>
<b>3.0 FINANCIAL MANAGEMENT</b>		
<small>Tier Level</small>		
Tier 1	Conduct an actual test at least once every three years of the financial software contractor's ability to work with the office of finance and other appropriate departments to restore payroll and other key operating systems.....	<b>3-9</b>
Tier 1	Explore setting up a cooperative service arrangement with neighboring districts wherein appropriate separation of financial transaction recording duties could be obtained.....	<b>3-9</b>
Tier 2	Consider obtaining proposals for an Umbrella Liability policy with a \$2 million limit.....	<b>3-11</b>
Tier 2	Document the district's internal financial procedures.....	<b>3-12</b>
Tier 2	Institute a P-Card program to obtain goods and services.....	<b>3-13</b>
Tier 2	Study health services reimbursements at the end of the fiscal year to better determine what changes can increase reimbursements.....	<b>3-16</b>
Tier 2	Ensure that all staff who administer the Medicaid program are on the School District Administrative Claiming roster.....	<b>3-17</b>
Tier 3	Consider submitting the annual financial audit report at least once every five years to both ASBO and GFOA and obtain this Certificate of Excellence.....	<b>3-10</b>
Tier 3	Conduct an annual inventory of fixed assets certified by the senior official at each facility.....	<b>3-11</b>
Tier 3	Explore utilizing Positive Pay to guard against fraudulent transactions.....	<b>3-12</b>
<b>4.0 HUMAN RESOURCES MANAGEMENT</b>		
<small>Tier Level</small>		
Tier 1	Separate the duty of adding new employees to the payroll from setting salaries.....	<b>4-9</b>
Tier 2	Implement panel interviews for new hires.....	<b>4-13</b>
Tier 2	Implement a pen-and-paper or an online survey to complement exit interviews.....	<b>4-14</b>
Tier 2	Create a job classification system and salary schedule for non-instructional staff.....	<b>4-18</b>
Tier 3	Update staff directory and personnel link on the district website.....	<b>4-11</b>
<b>5.0 FACILITY USE AND ENERGY MANAGEMENT</b>		
<small>Tier Level</small>		
Tier 1	Develop a five-year master plan that includes facilities planning, capital construction planning and maintenance planning.....	<b>5-13</b>
Tier 1	Prepare current and projected enrollment, capacity and utilization rates by school annually.....	<b>5-17</b>
Tier 1	Analyze on an annual basis the projected enrollment and facilities' use and the effect this will have on capital construction and update the capital construction plan if necessary.....	<b>5-20</b>

<b>5.0 FACILITY USE AND ENERGY MANAGEMENT (Continued)</b>		<b>PAGE</b>
<small>Tier Level</small>		
Tier 1	Audit and track the cleaning supplies for each school and the administration office to reduce the cost for cleaning supplies.....	<b>5-47</b>
Tier 1	Audit the St. Paul Elementary School and the Early Childhood Center electrical usage.....	<b>5-54</b>
 <b>6.0 TRANSPORTATION</b>		
<small>Tier Level</small>		
Tier 1	Develop and implement a school bus drivers and aides recognition program, provide expanded training, and improve transportation facilities...	<b>6-10</b>
Tier 1	Develop and adopt a written hazardous transportation service policy and associated procedures.....	<b>6-13</b>
Tier 1	Adjust school bus routes and schedules to eliminate excessive student ride-times.....	<b>6-15</b>
Tier 1	Establish a driver and aide compensation and work time plan.....	<b>6-16</b>
Tier 1	Adequately compensate drivers for required administrative duties.....	<b>6-17</b>
Tier 1	Structure employee work assignments to minimize overtime hours on regularly scheduled routes.....	<b>6-20</b>
Tier 1	Purchase all fuel via the state contract or SCDOE.....	<b>6-23</b>
Tier 1	Establish a more frequent preventive maintenance program.....	<b>6-25</b>
Tier 1	Redesign and construct the roadway intersection to accommodate the turning radius of the largest school bus.....	<b>6-27</b>
Tier 1	Document and file a request with the SCDOE for the replacement of the four school buses older than 20 years and the three spare buses.....	<b>6-31</b>
Tier 3	Dispose of the 1995 Thomas Type D activity bus.....	<b>6-22</b>
 <b>7.0 FOOD SERVICE</b>		
<small>Tier Level</small>		
Tier 1	Coordinate food safety and HACCP training annually for all food services operators.....	<b>7-4</b>
Tier 1	Amend the current recess schedule and allow students to take recess prior to lunch.....	<b>7-9</b>
Tier 2	Develop a separate menu for each age group to meet the requirements of NSLP and SB programs.....	<b>7-7</b>
Tier 2	Contact Heartlands to get technical assistance on the point-of-sales data and Nutrikids nutritional analysis systems.....	<b>7-8</b>
 <b>8.0 TECHNOLOGY</b>		
<small>Tier Level</small>		
Tier 1	Collaborate with other districts in the area to obtain qualified technical support resources on a part-time shared basis.....	<b>8-6</b>
Tier 1	Identify a suitable location for the datacenter and consolidate the necessary core IT equipment and support staff.....	<b>8-9</b>
Tier 1	Develop, implement, and test on a regular basis a comprehensive disaster recovery and business continuity plan and address critical infrastructure needs as a priority to reduce risk.....	<b>8-12</b>
Tier 1	Implement a strategy to reduce costs for services that are losing E-Rate support and use Category 2 funds to support the Wi-Fi network.....	<b>8-17</b>
Tier 3	Regularly convene the technology committee with a clear and documented focus on the use of technology as a learning tool.....	<b>8-21</b>

**1.8 Summary of Fiscal Impacts**

The review of CSD 1 resulted in 31 commendations and 48 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 \$426,141.

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

**EXHIBIT 1-1  
CLARENDON SCHOOL DISTRICT 1  
SUMMARY OF ANNUAL SAVINGS AND COST**

Chapter Recommendations	Year 1	Year 2	Year 3	Year 4	Year 5	Total Five Year Savings (Cost)
<b>Chapter 2.0: Organization &amp; Management</b>						
Send board packets electronically	\$90	\$90	\$90	\$90	\$90	\$450
<b>Chapter 2.0 Total Savings (Costs)</b>	<b>\$90</b>	<b>\$90</b>	<b>\$90</b>	<b>\$90</b>	<b>\$90</b>	<b>\$450</b>
<b>Chapter 3.0: Financial Management</b>						
Seek ASBO and GFOA membership/Certificate of Excellence	(\$2,339)	\$0	\$0	\$0	\$0	(\$2,339)
Obtain an umbrella liability policy	(\$2,000)	(\$2,000)	(\$2,000)	(\$2,000)	(\$2,000)	(\$10,000)
Begin P-Card system	\$5,000	\$5,000	\$5,000	\$5,000	\$5,000	\$25,000
<b>Chapter 3.0 Total Savings (Costs)</b>	<b>\$661</b>	<b>\$3,000</b>	<b>\$3,000</b>	<b>\$3,000</b>	<b>\$3,000</b>	<b>\$12,661</b>
<b>Chapter 4.0: Human Resources Management</b>						
Conduct salary study	(\$5,000)	\$0	\$0	\$0	\$0	(\$5,000)
Reduce turnover rates	\$71,610	\$51,150	\$35,805	\$35,805	\$35,805	
Share an HR director	(\$23,213)	(\$23,213)	(\$23,213)	(\$23,213)	(\$23,213)	(\$116,065)
<b>Chapter 4.0 Total Savings (Costs)</b>	<b>\$43,397</b>	<b>\$27,937</b>	<b>\$12,592</b>	<b>\$12,592</b>	<b>\$12,592</b>	<b>\$109,110</b>
<b>Chapter 5.0: Facility Use &amp; Energy Management</b>						
Reduce the cost per square foot for cleaning supplies	\$8,333	\$8,333	\$8,333	\$8,333	\$8,333	\$41,665
Audit the St. Paul Elementary School and the Early Childhood Center	(\$100,000)	\$46,816	\$46,816	\$46,816	\$46,816	\$87,264
<b>Chapter 5.0 Total Savings (Costs)</b>	<b>(\$91,667)</b>	<b>\$55,149</b>	<b>\$55,149</b>	<b>\$55,149</b>	<b>\$55,149</b>	<b>\$128,929</b>
<b>Chapter 6.0: Transportation</b>						
Bus driver recognition program supplies & facility	(\$1,400)	(\$1,150)	(\$1,150)	(\$1,150)	(\$1,150)	(\$6,000)
Portable office	(\$NA)	(\$NA)	(\$NA)	(\$NA)	(\$NA)	\$0
Eliminate hazard services	\$0	\$0	\$0	\$0	\$0	\$0
Eliminate excessive ride time	\$0	\$0	\$0	\$0	\$0	\$0
Revise compensation plan	(\$600)	(\$600)	(\$600)	(\$600)	(\$600)	
Administrative pay	(\$19,206)	(\$19,206)	(\$19,206)	(\$19,206)	(\$19,206)	
Elimination of overtime	\$28,869	\$28,869	\$28,869	\$28,869	\$28,869	
Sale of 1996 activity buses and resulting savings	\$3,500	\$1,500	\$1,500	\$1,500	\$1,500	
Purchase fuel from SCDOE or via state fuel card	\$1,893	\$1,900	\$1,900	\$1,900	\$1,900	\$9,493
Preventive maintenance program	\$1,900	\$2,200	\$2,600	\$2,600	\$3,000	
Scott's Branch intersection improvement*	\$0	\$0	\$0	\$0	\$0	
Replacement of the aging school bus fleet **	\$0	\$0	\$0	\$0	\$0	
<b>Chapter 6.0 Total Savings (Costs)</b>	<b>\$14,956</b>	<b>\$13,513</b>	<b>\$13,913</b>	<b>\$13,913</b>	<b>\$14,313</b>	<b>\$70,608</b>

Chapter Recommendations	Year 1	Year 2	Year 3	Year 4	Year 5	Total Five Year Savings (Cost)
<b>Chapter 7.0: Food Services</b>						
Coordinate food safety HACCP training annually for all food services operators	(\$500.00)	(\$500.00)	(\$500.00)	(\$500.00)	(\$500.00)	(\$2,500.00)
Separate menu for each age group	(\$2,400)	(\$1,200)	(\$1,200)	(\$1,200)	(\$1,200)	(\$7,200)
<b>Chapter 7.0 Total Savings (Costs)</b>	<b>(\$2,900.00)</b>	<b>(\$1,700.00)</b>	<b>(\$1,700.00)</b>	<b>(\$1,700.00)</b>	<b>(\$1,700.00)</b>	<b>(\$9,700.00)</b>
<b>Chapter 8.0 Technology Use &amp; Management</b>						
Collaborative technical support program	(\$15,000)	\$10,000	\$10,000	\$10,000	\$10,000	\$25,000
Relocate data center and support staff	\$5,000	\$0	\$0	\$0	\$0	\$5,000
Disaster recovery & IaaS/SaaS	(\$10,000)	\$0	\$20,000	\$0	\$0	\$10,000
E-Rate strategy	(\$10,559)	\$14,464	\$14,586	\$9,896	\$9,896	\$38,283
Technology committee	\$0	\$0	\$0	\$0	\$0	\$0
Student technology support	(\$3,200)	\$9,000	\$10,000	\$10,000	\$10,000	\$35,800
<b>Chapter 8.0 Total Savings (Costs)</b>	<b>(\$33,759)</b>	<b>\$33,464</b>	<b>\$54,586</b>	<b>\$29,896</b>	<b>\$29,896</b>	<b>\$114,083</b>
<b>All Chapters Total Savings (Costs)</b>	<b>(\$69,222)</b>	<b>\$131,453</b>	<b>\$137,630</b>	<b>\$112,940</b>	<b>\$113,340</b>	<b>\$426,141</b>

## 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 Clarendon School District 1 (CSD 1). 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 report contains the following commendations:

- The school board and administration have approved specific measures designed to ensure a cost-effective method for maintaining a current policy manual. (Page 2-8)
- Access to the policy manual on the CSD 1 website is user-friendly. (Page 2-8)
- The district keeps up-to-date department goals to guide strategic plans and to keep focused on efficiency and effectiveness. (Page 2-14)
- The district has a full-time position dedicated to overseeing curriculum and instructional programs. (Page 2-15)
- CSD 1 is holding down legal costs. (Page 2-20)
- CSD 1 has an outstanding district improvement (strategic plan) process and plan. (Page 2-21)
- The district has developed continuing parent, business, and university partnerships. (Page 2-22)
- CSD 1 involves the town's students and community members to improve community relations. (Page 2-23)
- The district's active community resource center provides productive activities for students, parents, and the community. (Page 2-25)

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.

**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:

- Amend BG policy review procedures BGC/BGD to require a review, minimally, each five years. Tier 2 (Page 2-9)
- Explore opportunities for shared services with Clarendon 2 and 3 school districts. Tier 1 (Page 2-13)
- Ensure the board meetings adhere to Robert's Rules of Order, post the agenda and meeting minutes on the district's website, and request that the South Carolina School Boards' Association (SCSBA) or board attorney provide additional training to assist in improving the image of the board. Tier 1 (Page 2-16)
- Request the board attend training to ensure appropriate and full use of assigned district computers. Tier 2 (Page 2-17)
- Consider using the SCSBA process for the superintendent's evaluation. Tier 2 (Page 2-19)
- Develop and implement a legal services evaluation plan. Tier 2 (Page 2-20)
- Form an educational foundation. Tier 2 (Page 2-23)

### **Survey Results Related to District Organization and Management**

Tidwell and Associates, Inc. surveyed all district office administrators, principals, assistant principals, and teachers. The results of the survey related to district organization and management are shown in **Exhibit 2-1**. Complete results for this section can be found in **Appendix 1**.

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. Some items are reverse scored so that higher values reflect greater perceptions of efficiency and effectiveness.

Highlights include:

- Overall, respondents agreed that the district has a long range strategic plan that guides the decision-making process (M=4.48).
- School administrators (M=5.00) more strongly agreed that the district effectively communicates with parents and community members in comparison with teachers (M=4.27) and district administrators (M=3.88).
- There was general agreement that district office administrators provide quality services to schools (M=4.24).
- Teachers (M=3.85) more strongly agreed that school board members understand their role as policymakers in comparison with school (M=3.17) and district administrators (M=2.38).
- Respondents overall agreed that the superintendent is accessible to district staff (M=4.72) suggesting that this is an area where the district is especially efficient.

**EXHIBIT 2-1  
DISTRICT AND ORGANIZATION MANAGEMENT  
SURVEY RESULTS**

<b>VARIABLE</b>	<b>TOTAL</b>	<b>TEACHER</b>	<b>SCHOOL ADMINISTRATOR</b>	<b>DISTRICT ADMINISTRATOR</b>
District has a long range strategic plan that guides the decision-making process	4.48	4.45	5.00	4.38
Most administrative practices in this school district are highly effective and efficient	3.99	3.93	4.83	3.63
The district effectively communicates with parents and community members	4.30	4.27	5.00	3.88
Major bottlenecks exist in many administrative processes which cause unnecessary delays <sup>a</sup>	3.56	3.44	4.00	4.25
District office administrators provide quality services to schools	4.24	4.13	4.83	4.38
The district office effectively communicates with school-level staff	4.10	3.96	4.83	4.38
The district effectively uses volunteers to assist with meeting district goals	3.97	3.98	4.33	3.63
The district effectively uses business partners to assist with meeting district goals	3.75	3.76	4.00	3.43
School board members understand their role as policymakers and stay out of the day-to-day management of the district	3.59	3.85	3.17	2.38
The superintendent is accessible to district staff	4.72	4.66	5.00	4.86
I understand the district's budgetary process	3.36	3.04	4.00	4.71
The morale of the district office administration staff is good	4.12	4.02	4.40	4.50
The morale of teachers is good	3.54	3.46	4.17	3.38

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.

<sup>a</sup>Items reverse scored so that higher values reflect greater perceptions of efficiency and effectiveness.

Source: Tidwell and Associates, survey results, 2015.

**Exhibit 2-2** shows a different section of our survey which asks respondents to rate the overall efficiency of various district functions. A complete section of the survey can be found in **Appendix 1**; however, this exhibit only shows the items related to district organization and management. 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.

As shown, overall respondents scored the strategic planning and community relations a high score while satisfaction with the School Board averaged a 2.90 on a scale of four.

**EXHIBIT 2-2  
SURVEY RESULTS: DISTRICT OPERATIONS  
CSD 1**

VARIABLE	TOTAL	TEACHER	SCHOOL ADMINISTRATOR	DISTRICT ADMINISTRATOR
Strategic Planning	3.41	3.30	3.67	3.83
School Board	2.90	3.02	2.67	2.38
Community Relations	3.03	3.02	3.17	3.00

Source: Tidwell and Associates, survey results, 2015.

**FISCAL IMPACT OF RECOMMENDATIONS**

**Exhibit 2-3** provides a summary of the savings 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. Should the district decide to implement all of the recommendations in this chapter, they could save \$450 over a five-year period. The recommendation to consider shared services could ultimately save the district thousands of dollars by splitting the cost of various agreed upon services.

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

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Send board packets electronically	\$90	\$90	\$90	\$90	\$90

**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;
- 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 districts for this study were selected and include Florence 4, Allendale, Barnwell 19, and Saluda. 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.

CSD 1 has four schools: Scott’s Branch Middle School, Scott’s Branch High School, St. Paul Elementary School, and Summerton Early Childhood Center. The student enrollment for 2014-15 is 807 students.

CSD 1 is governed by a nine-member board of trustees. Five board members are elected every four years and four board members are appointed every two years by the Clarendon board of education. The board has three committees: finance, community relations, and facilities. The committees meet regularly and report related findings and recommendations to the board.

**Exhibit 2- 4** shows the members of the board, number of years served, and term expiration dates.

**EXHIBIT 2-4  
CSD 1 BOARD MEMBERS  
2014-15**

<b>BOARD MEMBER</b>	<b>YEARS SERVED</b>	<b>TERM EXPIRATION YEAR</b>
Ms. Anne Darby	10	2016
Dr. Bernard Richburg	10	2016
Ms. Wanda Thomas	14	2016
Mr. Tony Junious	12	2018
Rev. Johnnie Lawson	2	2016
Mr. Keith Bowman	Elected 2014	2018
Ms. Vastine Johnson	10	2016
Ms. Bessie Leonard	1	2016
Ms. Cynthia Risher	Elected 2014	2018

Source: CSD 1 superintendent’s office, 2015.

Superintendent Rose Wilder has led the district for 11 years. She has held numerous leadership positions in the state including Executive Director of the South Carolina Association of School Administrators (SCASA). Dr. Wilder was named the 2013-14 South Carolina School District Superintendent of the year. Numerous staff interviewed shared some similar descriptions about Dr. Wilder’s leadership style. Among the words used to describe her leadership style included:

- *Side-by-side*
- *High visibility in community and schools*
- *Visionary*
- *Resourceful*
- *Ensures children come first*
- *Compassionate*
- *Persuasive*

One interviewee stated that Dr. Wilder has made it clear to staff that this is “not a place to park while awaiting retirement.”

Under Superintendent Wilder’s leadership, student achievement has overall been improving. For example, in 2013-14, Scott's Branch High School, St. Paul Elementary School, and Summertown Early Childhood Center earned a federal grade of "A." Scott's Branch Middle School and the district earned a federal grade of "B." The district’s graduation rate has exceeded the state’s average for the past several years. When surveyed, staff were asked to rate how accessible the superintendent is to staff and overall on a 5 point scale, the response was very positive, averaging 4.72.

District budget data show that the total general fund revenues for FY 2013-14 were \$6,044,386 and the total expenditures for FY 2013-14 were \$5,734,686. (See Chapter 3 for information and discussion of finance and budget.)

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
- Where available, a review of peer district comparison data.

## **2.2 Policies, Procedures, and Organizational Structure**

### **Policies and Procedures**

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;
- Ensuring that the board and administration make sound decisions;
- Establishing an essential division between policy making and administrative roles;
- Creating guidelines within which people operate;
- Providing reasonable assurances of consistency and continuity in decisions;
- Providing the legal basis for the allocation of funds, facilities, and other resources;
- Facilitating and guiding the orientation of the board members and employees; and
- Acquainting the public with and encouraging citizen involvement within structured guidelines.

Policy 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 CSD 1 manual, policies are maintained primarily by the superintendent. She ensures that hard copy policy manuals are kept up to date. The policy manual is composed of seven 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 CSD 1 policy manual classifications (chapters), titles, and policy codes.

**EXHIBIT 2-5  
CSD 1 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

\*No classification/chapter exists for “H” as in the NSBA codification it would represent negotiations or union relations. Source: CSD 1 School Board Policy Manual, February 2015.

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

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

**EXHIBIT 2-6  
REVISION STATUS OF CSD 1 BOARD POLICIES  
JANUARY 2015**

CHAPTER	TITLE	NUMBER OF POLICIES EXAMINED	NUMBER OF POLICIES ADOPTED/UPDATED IN:			
			PRIOR to 2009	2009-10	2011-12	2013-14
A	Foundations and Basic Commitments	9	7	-	1	1
B	School Board Governance and Operations	37	33	-	1	3
C	General School Administration	15	15	-	-	-
D	Fiscal Management	21	21	-	-	-
E	Support Services	24	22	2	-	-
F	Facilities Planning and Development	3	2	-	1	-

CHAPTER	TITLE	NUMBER OF POLICIES EXAMINED	NUMBER OF POLICIES ADOPTED/UPDATED IN:			
			PRIOR to 2009	2009-10	2011-12	2013-14
G	Personnel	59	35	13	7	4
I	Instructional Program	63	45	6	2	10
J	Students	58	35	13	6	4
K	School-Community-Home Relations	20	17	1	1	1
L	Education Agency Relations	3	3	-	-	-
<b>TOTALS</b>		<b>312</b>	<b>235</b>	<b>35</b>	<b>19</b>	<b>23</b>

Source: CSD 1 Board Policy Manual, January 2015.

## FINDING

CSD 1 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. CSD 1 contracts with SCSBA to post and update their board policy manual on their own web sites through the *Policies Online* program.

The annual policy and legislative update 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 for online policy services, plus \$650 per year for policy updates totaling \$2,600 for all related services. This compares with outsource services' fees that range from a low of \$4,000 to as high as \$12,000 or more annually.

## COMMENDATION 2-A:

**The school board and administration have approved specific measures designed to ensure a cost-effective method for maintaining a current policy manual.**

## FINDING

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

Locating the policy manual is accomplished by going to the home page at <http://www.clarendon1.k12.sc.us/> and under *Navigation* clicking *Online District Policy Manual*; at the next page clicking 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).

## COMMENDATION 2-B:

**Access to the policy manual on the CSD 1 website is user-friendly.**

## FINDING

School board procedural documents prescribe that the board annually review its policies, a task that consultants believe is too cumbersome and time-consuming for the board and administration.

The district uses alphabetical coding rather than numbers to identify policies. 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 for the development of board policy.

Policy BG prescribes the process for policy development and adoption. Procedures to this policy, BGC/BGD, prescribe administrative rules for policy review and other related matters. The procedures, in part, state --- *the board will review its policies on a continuing basis, but not less than once annually.* 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 each 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 policy review procedures BGC/BGD to require a review, 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 current policy procedure requires of the board and administration.

A sample review schedule is shown in **Exhibit 2-7** and equalizes the numbers 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 CSD 1 BOARD POLICIES

CLASSIFICATION/ CHAPTERS	SECTION TITLES	NUMBER OF POLICIES	REVISION SCHEDULE
A, B, & C	Foundations and Basic Commitments; School Board Governance and Operations; General School Administration	61	YEAR 1
D, E, F, & K	Fiscal Management; Support Services; Facilities Planning and Development; School-Community-Home Relations	68	YEAR 2
G	Personnel	59	YEAR 3
I	Instructional Program	63	YEAR 4
J & L	Students; Education Agency Relations	61	YEAR 5
TOTAL		312	

Source: Created by Tidwell and Associates, 2015.

## IMPLEMENTATION PLAN

1. The superintendent should prepare the recommended change 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.

## FISCAL IMPACT

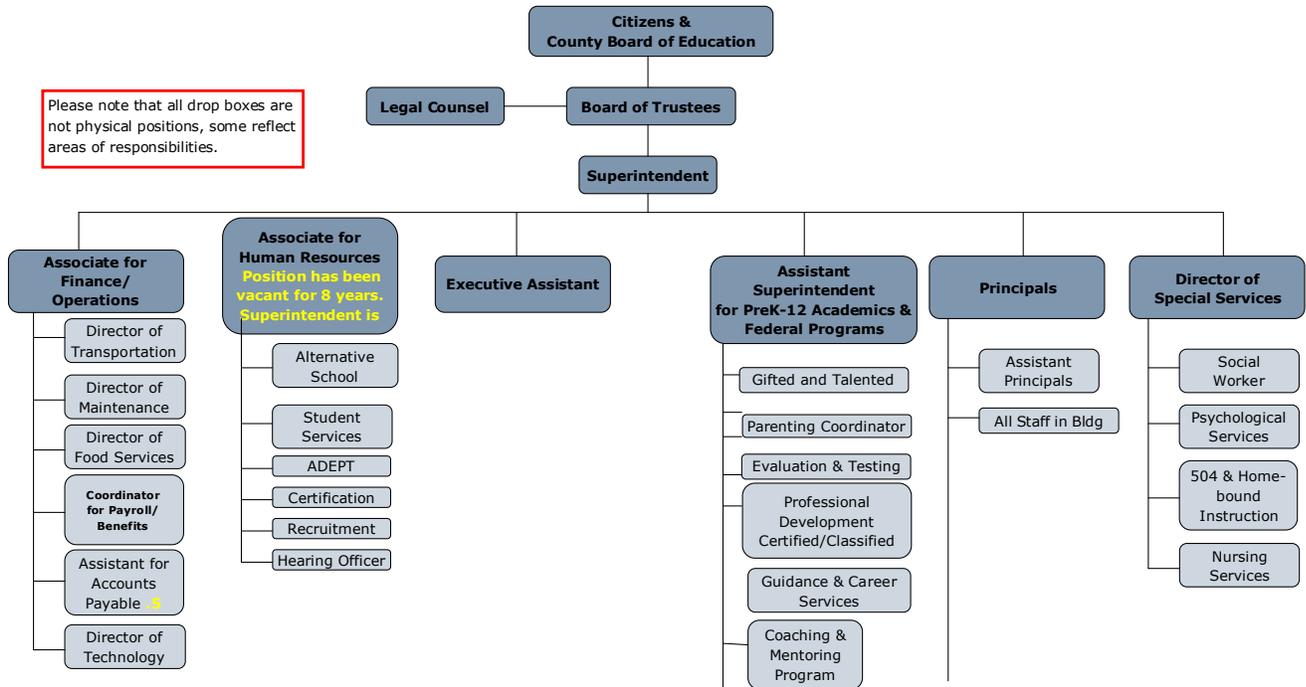
This recommendation can be accomplished with existing resources and at no additional cost to CSD 1.

## FINDING

**Exhibit 2-8** shows the district's current organizational structure. As shown, the superintendent has five direct reports including associate for finance/operations, assistant superintendent for preK-12 academics and federal programs, director of special services, and an executive assistant plus the three principals. Note that the associate for human resources (HR) position has been vacant for eight years and the superintendent has been overseeing HR functions.

Allendale School District, a peer district, has a similar organizational structure with the superintendent also having five direct reports (director of curriculum and instruction, director of federal programs, director of finance, a director of HR, and an executive assistant). In Allendale, a director of student services position remains vacant and the director of curriculum and instruction assumes those responsibilities.

**EXHIBIT 2-8  
CLARENDON SCHOOL DISTRICT 1  
CURRENT ORGANIZATION CHART  
2014-15**



This organizational chart serves as a guide only. Additional duties and responsibilities may be assigned by the superintendent based upon district needs. Also note that there is a full time ESOL position that reports to the assistant superintendent and this position does not show on their organizational chart.  
Source: Clarendon School District 1, 2015.

**Exhibit 2-9** shows the following:

- Clarendon 1 has the second lowest ratio of district administrators to certified personnel, although it is comparable to the average comparison group ratio;
- Clarendon 1 has the highest average of all administrator salaries, approximately 10 percent higher than the comparison group average.

**EXHIBIT 2-9**  
**CLARENDON 1: COMPARISON OF DISTRICT ADMINISTRATORS TO CERTIFIED PERSONNEL AND ENROLLMENT**  
**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**
<b>Clarendon 1</b>	<b>65.5</b>	<b>3.7</b>	<b>808</b>	<b>1:12.3</b>	<b>1:218.4</b>	<b>\$88,119</b>
Allendale 1	130.4	9	1,322	1:10.1	1:146.9	\$69,807
Barnwell 19	70.6	3.6	714	1:10.1	1:198.3	\$68,775
Florence 4	63	4.5	751	1:11.9	1:166.9	\$70,913
Saluda 1	166.5	4.7	2,204	1:13.2	1:468.9	\$77,382
<b>Average</b>	<b>107.625</b>	<b>5.45</b>	<b>1,248</b>	<b>1:11.5</b>	<b>1:239.9</b>	<b>\$76,021</b>

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.

Other than a multi-district shared vocational school, CSD 1 does not share any services with other districts. Until three years ago, CSD 1 shared special needs student services with Clarendon 2, but has stopped doing so because reportedly Clarendon 2 no longer desired to be a part of the shared services agreement. Interviews indicated that the shared vocational school has been well received and there have not been any major issues with the pooling of resources. Interviews of staff and board members indicate an openness to sharing services with other districts. When asked why they do not share additional services, the common response was that the other two districts did not seem open to sharing. Our team was unable to confirm this perception.

In Chapter 3, Financial Management, our team recommends that the district explore setting up a cooperative service arrangement with neighboring districts (i.e., Barnwell School Districts 29 and 45) where an appropriate segregation of financial duties could be obtained.

In Chapter 4, Human Resources, our team recommends that the district share an HR director with another district. (See Recommendation 4-1). Our team believes there are opportunities for more shared services in the areas of food services and transportation with neighboring districts.

Clarendon 2 is only 11 miles away from the CSD 1 district office and has a total student enrollment of 3,000; Clarendon 3 is 24 miles from the CSD 1 office and has an enrollment of 1,250 students. Each of the three districts (Clarendon 1, 2, and 3) has district office staff, three different boards of trustees along with a Clarendon board of education that oversees all three districts. Superintendent Wilder (CSD 1) used to be the superintendent for Clarendon 2 for seven years so she is familiar with the community and student body. The Clarendon board of education is led by Mr. George Wilson who is the chair of the county board of education and he has a full-time secretary. They have a physical office located at 476 Manning Street in Summerton. The county board meets every other month or as needed.

The Clarendon county board of education is comprised of Wilson as chair, along with Hal Kennedy, Judith Bethune, Franklin Postell, Harriet Avin, Freddy Nelson and the Rev. J.A. Pringle. The county board has a budget allotted to it by the county council; however, our team was unable to get any budget data to better understand their operating budget.

The stated main purpose of the county board is to assist in appointing board members to Clarendon School Districts 1 and 2. All members of Clarendon School District 2 board of trustees are appointed by the Clarendon County board of education. In contrast, the board members in Clarendon 3 are all elected, while CSD 1 board members are half elected and half appointed by the county board of education. The process to attain a new school board member by the Clarendon board of education is to advertise for the position, accept applications from interested individuals, hold interviews with appropriate candidates and then select the most qualified individual, according to Wilson.

Another stated purpose of the board of education is to assist in mediations of unresolved issues at the district-level office. For example, in CSD 1, an athletic director claimed he was wrongfully terminated and brought the case before the county board who determined the director should be reinstated with back pay.

The third reason that interviewees stated was that the county board of education exists to ensure racial equity on the school board. It is important to note that South Carolina had established racial segregation of public facilities by state law in the late 19th century. During the African American Civil Rights Movement, Clarendon County was the site of the *Briggs v. Elliott* trial challenging segregation of public schools. This case was one of several combined with what came to be known as *Brown v. Board of Education*, under which the United States Supreme Court ruled in 1954 that racial segregation of public schools was unconstitutional.

There is a perception by some interviewed that the county board of education only appoints board members who are in alignment or in general agreement with the current superintendent's actions and initiatives.

A review of history shows that in the 1970's, there was only one school district in Clarendon County and one superintendent overseeing all students in the county. When asked why there are still three separate districts, multiple interviewees stated, "If we consolidate, we'd give up our identity." Our team's interviews indicate that Dr. Wilder and staff are willing to explore shared services, but they have not been successful in convincing other Clarendon school districts to participate.

Other small districts the size of CSD 1 are successfully sharing services and doing so successfully while saving district funds. For example, Barnwell 19, with 780 enrolled students, shares a food services director with Barnwell 45.

## **TIER 1 RECOMMENDATION**

### **Recommendation 2-2:**

#### **Continue to explore opportunities for shared services with Clarendon 2 and 3 school districts.**

At the public forum hosted by the consultant team, the staff at the county Board of Education stated that they would be willing to set up a meeting with all three superintendents and perhaps solicit the help of an outside facilitator to explore opportunities for shared services. Our recommendation is to first look at opportunities in food services, human resources, and transportation services.

## IMPLEMENTATION PLAN

1. The Superintendent should contact the chair of the county board of education to enlist support and an outside facilitator to arrange for a date and time for a multi-district meeting.
2. The Superintendent should conduct an internal strengths, weaknesses, opportunities, and threats (SWOT) analysis to determine valuable information to bring to the multi-district collaborative meeting.
3. The Superintendent should attend the meeting and discuss options for sharing multiple district operations' staff and act upon any openness to share services.

## FISCAL IMPACT

Since the county board of education has agreed to host and facilitate the meeting, this recommendation can be accomplished with existing resources and could result in considerable future cost savings.

## FINDING

Departmental goals are well-defined.

There is no guesswork when it comes to CSD 1 departmental goals for each year. The superintendent meets regularly with the leadership team, which consists of the assistant superintendent, the three principals, and the directors of finance, food, maintenance, special services, transportation, and technology.

Each department has up-to-date goals based on an assessment of their strengths and weaknesses. These goals are updated yearly and used as a guide to be more efficient and effective in district operations.

## COMMENDATION 2-C:

**The district keeps up-to-date departmental goals to guide strategic plans and to keep focused on efficiency and effectiveness.**

## FINDING

Although the study did not include a review of curriculum and instruction, the team had an opportunity to interview the leadership and staff within the PK-12 academics and federal programs department as it related to operations.

In addition to overseeing gifted and talented, federal programs, evaluation and testing, professional development (both classified and professional) , guidance and career services, coaching and mentoring program, and English as a Second Language (ESOL), the assistant superintendent oversees textbook inventories and is an active grants writer (See Chapter 3 for examples).

In the spirit of the previous recommendation, our team encourages CSD 1 to share some of its best practices as it relates to the oversight of curriculum and instruction with other surrounding districts. There may be some shared service options within the instructional programs of the district. Additionally, the assistant superintendent oversees the district's strategic planning process (discussed in the next section of this chapter).

As noted earlier, the district is moving in the right direction with regard to improved student achievement and the laser focus on “students first” is quite commendable.

**COMMENDATION 2-D:**

**The district has a full-time position dedicated to overseeing curriculum and instructional programs.**

**2.3 District /Board Leadership Operations and Management**

The board meets on the first Monday of each month. Board meetings are always held in the district office; meetings are typically an hour to an hour and a half long. A review of several agendas show that the meetings are well organized. Board members are paid \$300 per month and the chair is paid \$400 per month.

The assistant superintendent and the associate for finance regularly attend the meetings to ensure board members’ questions are addressed as it relates to academics and the budget. Department heads and principals provide quarterly updates to the board on progress and challenges

**FINDING**

Interviews and survey results indicate there are several areas for improvement with the board operations. For example, interviews indicated that Robert’s Rules of Order are not always adhered to during board meetings which causes confusion and sometimes wastes time.

The survey results shown previously indicate potential areas for improvement. On a scale of 1-4 (4 being the highest), the board averages a rating of 2.90

**Exhibit 2-10** shows that survey results indicate that, on average, the board was rated 3.59 (out of 5) for understanding their role as policy makers and staying out of the day-to-day management of the district. District administrators scored the board a 2.38 showing a need for improvement. Several interviews with staff, parents, community members, and the board provided examples and indicated that at times some board members step outside their roles of policymakers and become involved in day-to-day operations. It was stated multiple times that some board members have family employed by the district and at times this causes some of the micromanagement behaviors.

**EXHIBIT 2-10  
DISTRICT AND ORGANIZATION MANAGEMENT  
SURVEY RESULTS**

VARIABLE	TOTAL	TEACHER	SCHOOL ADMINISTRATOR	DISTRICT ADMINISTRATOR
School board members understand their role as policymakers and stay out of the day-to-day management of the district	3.59	3.85	3.17	2.38

Source: Tidwell and Associates, survey results, 2015.

While the superintendent does conduct a comprehensive new board member orientation, evidence indicates that some members of the board are still in need of additional training. Some board members were unaware of the overall district's organizational structure and unfamiliar with the goals of the strategic plan. Some board members stated their desire to be more familiar with policies and procedures.

The board does use a self-evaluation instrument on an annual basis. Although our team obtained a copy of the instrument, we were unable to obtain the actual evaluation to see if the board has reflected on any areas in need of improvement.

## **TIER 1 RECOMMENDATION**

### **Recommendation 2-3:**

**Ensure the board meetings adhere to Robert's Rules of Order, post the agenda and meeting minutes on the district's website, and request the SCSBA or board attorney to provide additional training to assist in improving the image of the board.**

Implementing this comprehensive recommendation should involve numerous carefully planned actions including but not necessarily limited to:

- Follow Robert's Rules of Order;
- Review roles of the board vs. the superintendent;
- Increase familiarity with the district's policies and procedures;
- Provide the public with access to the board members via the district website;
- 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; and
- Consider alternating board meetings at the various schools to allow school leadership to showcase recent accomplishments.

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. Attendance at this training should be mandatory.

Overall, the board and administration should develop and implement a comprehensive plan to improve internal relations and the image of the district. When interviewed, the board attorney was amenable to providing ongoing training as needed. It would be prudent for the board to have a yearly retreat to ensure not only short-term, but also long-term district goals are discussed, agreed upon, and implemented.

## **IMPLEMENTATION PLAN**

1. The superintendent should recommend to the board that a training retreat be established and led by either the attorney or training personnel provided by SCSBA.
2. The board should review and approve the recommended actions and instruct the superintendent to proceed with preparations.

## 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.

## FINDING

Board members do not maximize the user of computers in conducting board business.

Board members were assigned district computers in March 2015 to assist in ensuring that board meeting packets could be emailed to them and to ensure they could conduct business electronically. However, the district has been unable to gain a commitment from board members to attend training in the use of assigned computers.

Board packets are currently sent via US mail to board members several days in advance of the meeting. It is commendable that the district has purchased and assigned computers and it is critical that the board members agree to attend and participate in training to appropriately use the computers.

## TIER 2 RECOMMENDATION

### Recommendation 2-4:

**Request the board attend training to ensure appropriate and full use of assigned district computers.**

By doing so, the district can save postage and the recipients can receive the information in a more timely manner. The training will ensure board members are confident in the use of computers to conduct board business.

## IMPLEMENTATION PLAN

1. The superintendent should work with the technology department to establish a training session for board members.
2. The board members should make every effort to attend the training or a makeup session to ensure appropriate use of the new computers.
3. The superintendent should send board packets and conduct other board business electronically.

## FISCAL IMPACT

On average, the district will save approximately \$90 a year in postage by electronically sending packets to board members and the media for a total five-year savings of \$450 should the district implement this recommendation.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Send board packets electronically	\$90	\$90	\$90	\$90	\$90

## FINDING

Several board members believe the current superintendent evaluation process is inadequate.

The instrument is primarily composed of five separate components: student achievement, fiscal responsibility, public relations, human resources, board-superintendent relationship. Each category has several indicators that can be ranked as exceeds, meets, or does not meet expectations. If the score is “does not meet expectations”, then a comment is required. The district attorney prepared the current evaluation instrument.

Best practices indicate that a one-size-fits-all superintendent evaluation process or instrument is ineffective. In 2012, a joint working committee of the SCSBA and the Superintendents’ Division of the South Carolina Association of School Administrators Association (SCASA) developed an evaluation process designed to assist the board and the superintendent with a professional and productive approach to the process. School districts are encouraged to use the instrument at no charge and it is based on national best standards.

This process differs from the current one used in CSD 1 in that each year (based on test scores and a number of other criteria), the superintendent must propose priority goals and indicators for performance that he or she recommends for inclusion in the evaluation process. These goals are specific to the areas in need of district improvement. The school board should then formally adopt the superintendent’s priority goals and indicators of performance and include these in the evaluation process. The school board should also formally adopt the dimensions of the superintendent (**See Appendix 3**) to prepare and guide school board members’ thinking as they evaluate the superintendent’s performance.

As part of this process, the superintendent provides the board a progress report on the priority goals and indicators of performance. This could take place at a board meeting, a work session, or any special called meeting to discuss progress. Toward the end of the year, the superintendent would also submit to the board any future priority goals for the following year. These would relate to the board’s adopted strategic plan and set goals.

The attorney, or another evaluation organizer, will communicate with each board member to identify their thoughts related to the superintendent’s performance in three key areas. Those areas include:

- Superintendent’s goals for current year;
- Dimensions of the Superintendent (see **Appendix 2**)
- Superintendent’s future priority goals.

The Dorchester 2 school district uses this process successfully. The Dorchester 2 Superintendent’s goals at the district website link below provide an example of another district’s superintendent’s goals. This is one of the higher performing districts in the state.

<http://dorchester.schoolfusion.us/modules/groups/homepagefiles/cms/478113/File/PIO/2015/District%20Office/Superintendent%27s%20Goals%202015-2016.pdf?sessionid=d3ced82359dc738e69da6804ddc19d4>

## TIER 2 RECOMMENDATION

### Recommendation 2-5:

#### Consider using the SCSBA process for the superintendent's evaluation.

By using the SCSBA process, the board and superintendent can effectively collaborate on the district's leadership needs. This process, effectively implemented, should provide the superintendent with feedback that should result in a better understanding of the board's expectations and eliminate the possibility of misunderstanding regarding performance. Our team recommends the board review the SCSBA process and begin the new process for the 2015-16 school year.

### IMPLEMENTATION PLAN

1. The board should adopt and cause to be implemented the SCSBA & SCSA's evaluation program.
2. The superintendent should propose priority goals and indicators of performance.
3. The school board should formally adopt the superintendent's priority goals and indicators of performance
4. The superintendent should provide the board a progress report on the priority goals and indicators of performance including future priority goals.
5. The attorney should implement the review process using the SCSBA protocols.

### FISCAL IMPACT

There is no cost associated with this recommendation.

### 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

Moore Law Firm has provided legal services to CSD 1 for over 15 years. The law firm is located in Sumter. The attorney (Dwight Moore) is on a \$3,000 per year retainer plus charges an hourly fee. Mr. Moore attends board meetings upon request and prepared the instrument the board uses to evaluate the superintendent. The district has not had any lawsuits in the past three years.

**Exhibit 2-11** shows the total legal fees for CSD 1 and the Allendale and Florence 4 peer districts. As shown, overall, CSD 1's legal fees are in line with peer districts. Interviews indicated that bond issues consumed the majority of fees in 2013-14. For the period of 7/1/14 to 6/30/15, the district spent \$3,978 in legal fees.

While the district leadership and board members seem pleased with the legal services, they have not conducted any evaluation of these services in the past 15 years.

**EXHIBIT 2-11  
LEGAL EXPENSES FOR CSD 1 AND PEER DISTRICTS  
2012-14**

<b>DISTRICT</b>	<b>2012-13</b>	<b>2013-14</b>
Clarendon 1	\$25,515	\$19,054
Allendale	\$25,673	\$6,791
Florence 4	\$9,130	\$19,870

Source: CSD 1 superintendent's office and peer data requests, 2015.

**COMMENDATION 2-E:**

**CSD 1 is holding down legal costs.**

**TIER 2 RECOMMENDATION**

**Recommendation 2-6:**

**Develop and implement a legal services evaluation plan.**

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

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

The evaluation of legal services could be scheduled annually or every three years, as determined by the board; however, the policy development and an initial assessment should occur upon the acceptance of the recommended action.

**IMPLEMENTATION PLAN**

1. The board of trustees should review and approve the recommended action and instruct the superintendent to develop a proposed evaluation system
2. The superintendent should contact the SCSBA for possible materials and, with staff assistance, develop the requested evaluation plan. .
3. The board of trustees should review, modify, and approve the plan and cause it to be integrated into the legal services' contract.

**FISCAL IMPACT**

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

## **2.5 Communications and Public Relations**

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

### **FINDING**

CSD 1 has an organized and effective strategic planning process and serves as a best practice model.

The model includes data analysis, extensive stakeholder input, specific and measurable goals, mission, vision, belief statements, and a process to give periodic updates on progress made on the plan. The district leadership actively seeks parent and community involvement in the development of its plan. They prepare public announcements, post the invitation on their website, and send out letters of invitation to parents and community members. The board also has ample opportunity for input.

Each year, the district conducts a strengths, weaknesses, opportunities, and threat (SWOT) analysis with a variety of stakeholders including district and school staff, parents and community members, and students. The group discusses:

- Strengths: characteristics of the school district that give it an advantage over others.
- Weaknesses: characteristics of the school district at a disadvantage relative to others.
- Opportunities: elements of the school district that could be exploited and used to its advantage.
- Threats: elements of the school district that could cause trouble or discontent.

Identification of SWOT is important because they can inform later steps in planning to achieve the district's key objectives. The outcome of the SWOT shows perceived strengths of the district and areas suggested for improvement. There are four subcommittees developed to create a plan for each of the four key components of the plan: student achievement, teacher /administrator quality, school climate, and parent engagement. Every quarter, the assistant superintendent provides the board with an update on the plan's progress.

### **COMMENDATION 2-F:**

**CSD 1 has an outstanding district improvement (strategic plan) process and plan.**

### **FINDING**

**Exhibit 2-12** shows results from our survey related to communication with parents and community members. As shown, on a five point scale, the district's overall rating was a 4.30. It is interesting to note that the district administrators scored the district lower in this area while the school administrators ranked this area the highest score possible.

**EXHIBIT 2-12  
PARENTS AND COMMUNITY OF CSD 1 SURVEY RESULTS  
2014-15**

<b>VARIABLE</b>	<b>TOTAL</b>	<b>TEACHER</b>	<b>SCHOOL ADMINISTRATOR</b>	<b>DISTRICT ADMINISTRATOR</b>
The district effectively communicates with parents and community members	4.30	4.27	5.00	3.88

Source: CSD 1, Assistant Superintendent's office, 2015.

As part of the SWOT analysis for the 2014-15 strategic plan, the district conducted a survey of parents' satisfaction. **Exhibit 2-13** shows the outcome of the survey by school. Parents of the high school students are less favorable than the other two schools with regard to learning, physical and social environment.

**EXHIBIT 2-13  
CSD 1 PARENT SURVEY RESULTS  
2014-15**

<b>RESPONSES FROM PARENTS</b>	<b>ST. PAUL ELEMENTARY SCHOOL</b>	<b>SCOTT'S BRANCH MIDDLE SCHOOL</b>	<b>SCOTT'S BRANCH HIGH SCHOOL</b>
Percent satisfied with learning environment	73.7%	86.0%	61.5%
Percent satisfied with physical and social environment	75.5%	77.2%	65.4%
Percent satisfied with home-school relations	62.4%	83.0%	66.7%

Source: Clarendon School District 1, assistant superintendent's office, 2015.

Also, the district leadership has been working on refining its branding as a district. Branding is the image that you want the public to remember about your business/school district over time. In a narrower sense, branding is the message that the leadership wants to communicate about the uniqueness of Clarendon 1 that sets it apart from other districts or private schools.

To encourage parent participation, the superintendent hosts "An Evening with the Superintendent" on the second Monday of each month. Each meeting has a particular topic that is open for discussion and questions and answers. For example, prior to state testing, they discussed new testing requirements and expectations. Sometimes, the district raffles off refurbished computers to encourage participation. The district has also established a gift closet where parents/students can obtain clothing with no questions asked. The district has a very active alumni association that provides some scholarship funds to seniors. The three key business partners are Bank of America, the Riley Institute, and the Rotary Club. Additionally, the district has established a collaborative relationship with the University of South Carolina to assist in grant evaluations.

**COMMENDATION 2-G:**

**The district has developed continuing parent, business, and university partnerships.**

## **FINDING**

Multiple initiatives and events have improved student and community relations.

In, 2008, Clemson University's Institute for Economic and Community Development Pilot Project selected CSD 1 for a pilot project. This project involves establishing a grass roots movement to encourage community commitment to the education in CSD 1. The project was called Unite Summerton. The mission of Unite Summerton was to improve the town of Summerton by uniting as one, providing service through leadership to break down racial barriers and to beautify the community. One of the factors guiding the project was the finding that the students did not understand why they didn't know each other in a town with two stoplights and only 1,000 residents.

Other goals of the project are to:

- Stimulate and enhance level of community involvement;
- Emphasize the value of education at the community level;
- Ensure the community understands the economic and social importance of supporting local education systems, public and private, and the significance of lifelong learning; and
- Create a community environment that encourages local leaders to adopt policies and activities which sustain the quality of life of all citizens.

Over the past several years, members of Unite Summerton have initiated several events such as a pep rally involving the public school students and the private school students, a parade, and various community service projects. Another group (at the leadership of Dr. Wilder) formed called Diversity Leaders' Initiative (DLI) Fusion Team. Together, these two initiatives have made some progress in closing the racial divide and in beautifying their town. One of the volunteers involved in Unite Summerton told our team they are actively trying to keep the initiative alive years after its inception.

## **COMMENDATION 2-H:**

**CSD 1 involves the town's students and community members to improve community relations.**

## **FINDING**

The district has done a good job in acquiring business partnerships and collaborating with higher education; however, the district does not have an educational foundation to assist the district in obtaining additional funds. Many small districts set up a foundation to assist in fundraising for the school district.

## **TIER 2**

### **Recommendation 2-7:**

**Form an educational foundation.**

Implementing this recommendation could result in providing the district with additional funds that could be expended to support the strategic plan goals, especially those related to providing teachers with added incentives or developing innovative programs for students.

The South Carolina Coastal Community Foundation (CCF) may assist the foundation board at a very low cost. **Exhibit 2-14** provides information that may be of value as CSD 1 deals with this recommendation.

#### **EXHIBIT 2-14 SOUTH CAROLINA COASTAL COMMUNITY FOUNDATION**

Since 2005, several public schools have partnered with South Carolina Coastal Community Foundation (CCF) to start endowments and solicit major philanthropic support. A designated fund, one where monies come from individual supporters, can be created with an initial gift of \$2,000 and in five years grow to an endowment of \$15,000. Based on CCF's experience, the following points are important issues for the parents and schools to consider when creating a fund to benefit a public school. These guidelines will help to maximize the fund's benefits.

- **Parent support is critical.** Parents will be asked to help with fundraising. An active PTA or other parent group should be in place. The PTA's success with smaller fundraising efforts will indicate if the community is ready to provide greater philanthropic support.
- **The school's administration must support the endowment.** Without an endorsement by the school's administration, fundraising efforts for the endowment may be ineffective or undermined.
- **A core group of volunteers is needed.** The school needs a group of 5 to 10 volunteer leaders who will make a 3 to 5 year commitment to establish the program and raise funds. This commitment translates into 2-3 hours per week for each volunteer.
- **The leaders need to give to the endowment.** The core group should have 100% giving by its members. Some expertise in fundraising is also desirable.
- **Donors to the endowment should include parents as well as neighbors, business and community leaders from around the school.** The defined geographic area around the school constitutes an exclusive service area that should be supported by residents, businesses, and leaders in the area.
- **Fundraising is best accomplished through direct mail supported by phone calls asking for multi year pledges.** An up-to-date mailing list of parents and others (property owner lists, for example) will be needed to assist in fundraising efforts.
- **Information, materials, and brochures need to specify the endowment's purpose.** Fundraising material should clearly indicate that the endowment will support special needs over and above what is paid through tax dollars and the school district's contribution. For example, the grants from the fund efforts might support an art teacher or language teacher.
- **The school should have standing rules and a written agreement for how grants will be used.** Leaders of the parent groups and school administrators should establish clear guidelines for fundraising and uses of the fund's annual distribution.

Source: South Carolina Coastal Community Foundation, 2015.

Additionally, the CCF provides support for designated endowment and designated non-endowment activity. This could lead to placing a foundation on a fiscally sound basis, providing additional support to the schools.

## **IMPLEMENTATION PLAN**

1. The superintendent should work with the CCF to accomplish the needed actions.
2. The communications director should contact the CCF for advice and support and provide the information to the superintendent, board of trustees, and appropriate district staff.
3. The board should proceed with developing and implementing a plan to accomplish the recommended action(s).

## **FISCAL IMPACT**

There is no fiscal impact associated with this finding; however, many school districts have raised thousands of dollars by having an active educational foundation.

## **FINDING**

CSD 1 has a community resource center with activities for students, parents, and the community.

The community resource center is located on 4<sup>th</sup> Street in Summerton. A family literacy coordinator oversees the center. The department of social services and volunteers augment the staff needed to operate the center.

The center hosts a number of initiatives to help the children and families of CSD 1. The center staff hosts a monthly parent meeting and different topics are discussed at each meeting. In July 2014, the center hosted its first annual job fair. On various Saturdays, they have Literacy Saturday where students and parents can obtain books and participate in literacy activities. The center has a computer lab which parents and students who do not own computers can come in and use during operating hours.

## **COMMENDATION 2-I:**

**The district's active community resource center provides productive activities for students, parents, and the community.**

## 3.0 FINANCIAL MANAGEMENT

This chapter presents findings, commendations, and recommendations related to the financial, purchasing, and warehousing operations and activities of Clarendon School District One (CSD 1). 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

### CHAPTER SUMMARY

The CSD 1 business office provides financial services in a competent, fiscally conservative, and cost-effective manner. Its records are in conformance with the South Carolina State Department of Education (SCDOE) Code of Accounts and the SCDOE Financial Accounting Handbook.

This report contains the following commendations:

- CSD 1 is commended for receiving over \$11.9 million in federal and state grants since 2005. (Page 3-7)
- The district has reduced operating costs \$104,166 while continuing the level of service. (Page 3-7)
- District staff submitted data so that the district continued to receive special needs transportation reimbursement during a transition time. (Page 3-18)

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 to the 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 team noted opportunities to enhance operations. Our team recommends the following:

- Adopt a board policy setting a desired level of fund balance as a percentage of the general fund budget. Tier 1 (Page 3-8)
- Conduct an actual test at least once every three years of the financial software contractor's ability to work with the office of finance and other appropriate departments to restore payroll and other key operating systems. Tier 1 (Page 3-8)

- Explore setting up a cooperative service arrangement with neighboring districts wherein appropriate separation of financial transaction recording duties could be obtained. Tier 1 (Page 3-9)
- Consider submitting the annual financial audit report at least once every five years to both ASBO and GFOA and obtain this Certificate of Excellence. Tier 3 (Page 3-9)
- Conduct an annual inventory of fixed assets certified by the senior official at each facility. Tier 3 (Page 3-10)
- Consider obtaining proposals for an Umbrella Liability policy with a \$2 million limit. Tier 2 (Page 3-11)
- Document the district's internal financial procedures. Tier 2 (Page 3-11)
- Explore utilizing Positive Pay to guard against fraudulent transactions. Tier 3 (Page 3-12)
- Institute a P-Card program to obtain goods and services. Tier 2 (Page 3-13)
- Study health services reimbursements at the end of the fiscal year to better determine what changes can increase reimbursements. Tier 2 (Page 3-15)
- Ensure that all staff who administer the Medicaid program are on the School District Administrative Claiming roster. Tier 2 (Page 3-17)

### **Survey Results related to Financial Management**

Tidwell and Associates, Inc. conducted a survey of all district office administrators, principals, assistant principals, and teachers in CSD 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.

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**.

The survey results below reflect very favorably on CSD 1's fiscal management. **Exhibit 3-1** shows that:

- Overall, respondents agreed that the district actively applies for competitive state and federal grants (M=4.56).
- Respondents also agreed that the district spends an appropriate percentage of its budget on academic programs (M=4.10).
- School (M=4.40) and district administrators (M=4.13) more strongly agreed that the district is transparent in how it spends money in comparison with teachers (M=3.08).
- Respondents agreed overall that the district wisely manages its revenues and expenditures (M=4.09).

**EXHIBIT 3-1  
FINANCIAL MANAGEMENT SURVEY RESULTS  
CLARENDON SCHOOL DISTRICT 1  
(Mean Scores)**

<b>VARIABLE</b>	<b>TOTAL</b>	<b>TEACHER</b>	<b>SCHOOL ADMINISTRATOR</b>	<b>DISTRICT ADMINISTRATOR</b>
Tax dollars are being well spent by the district	3.93	3.73	4.50	4.63
The district actively applies for competitive state and federal grants	4.56	4.50	4.50	4.88
The district's financial reports are readily available to the community	4.26	4.32	4.40	3.86
The district spends an appropriate percentage of its budget on academic programs	4.10	4.00	4.20	4.63
The district is transparent in how it spends money, including posting the budget on the district website	3.37	3.08	4.40	4.13
I complete an annual inventory of the equipment in my work area	4.32	4.43	4.17	3.75
The district wisely manages its revenues and expenditures	4.09	4.02	4.40	4.25
Financial resources are allocated fairly and equitably to the district's schools	3.75	3.61	4.20	4.13
School administrators are well trained in the fiscal management of their schools	3.87	3.93	4.17	3.33
Purchasing processes are not cumbersome for the requestor	3.66	3.52	3.67	4.38

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

**FISCAL IMPACT OF RECOMMENDATIONS**

As shown in **Exhibit 3-2**, implementation of the recommendations in this chapter will result in total savings of \$12,661 over five years.

**EXHIBIT 3-2  
FISCAL IMPACT OF CHAPTER 3  
FINANCIAL MANAGEMENT**

<b>Recommendation</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>
Seek ASBO and GFOA membership/Certificate of Excellence	(\$2,339)	(\$0)	(\$0)	(\$0)	(\$0)
Obtain an umbrella liability policy	(\$2,000)	(\$2,000)	(\$2,000)	(\$2,000)	(\$2,000)
Begin P-Card system	\$5,000	\$5,000	\$5,000	\$5,000	\$5,000
<b>TOTAL SAVINGS</b>	<b>\$661</b>	<b>\$3,000</b>	<b>\$3,000</b>	<b>\$3,000</b>	<b>\$3,000</b>

**3.1 Introduction, Methodology, and District Comparisons**

Financial reporting is prepared by the business office staffed by two people, the director of finance and an 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, the following personnel were also interviewed: the superintendent, assistant superintendent, and the director of maintenance.

Selected data from comparison districts identified by CSD 1 and the Education Oversight Committee (EOC) are shown in **Exhibit 3-3**. The table shows the relative financial standing of CSD 1 in comparison to the designated peer districts. Of particular note is that instructional expenditures are relatively higher than the comparable districts particularly when the student population (i.e., the number of students enrolled) is considered.

**EXHIBIT 3-3  
FINANCIAL COMPARISON CHART  
CLARENDON SCHOOL DISTRICT ONE  
FISCAL YEAR 2011-12**

<b>CATEGORY</b>	<b>ALLENDALE</b>	<b>BARNWELL 19</b>	<b>CLARENDON 1</b>	<b>FLORENCE 4</b>	<b>SALUDA</b>
# Of Students	1,412	803	884	806	2,156
Current Expenditures	\$19,051,382	\$8,988,248	\$11,897,654	\$6,554,150	\$18,952,545
Capital	\$1,289,125	\$646,980	\$2,884,913	\$997,245	\$1,249,711
Total Expenditures	\$20,340,507	\$9,635,228	\$14,782,567	\$7,551,395	\$20,202,256
Total Current Expenses	\$19,051,382	\$8,988,248	\$11,897,654	\$6,554,150	\$18,952,545
<b>INSTRUCTION</b>	<b>\$9,201,843</b>	<b>\$4,600,402</b>	<b>\$6,666,619</b>	<b>\$3,543,203</b>	<b>\$9,771,425</b>
Face-To-Face Teaching	\$8,606,825	\$4,332,508	\$6,349,132	\$3,401,475	\$9,392,656
Instructional Teachers	\$7,679,940	\$4,051,045	\$5,970,035	\$3,153,451	\$8,851,810
Substitutes	\$122,767	\$41,703	\$3,470	\$70,864	\$134,047
Instructional Paraprofessionals	\$804,118	\$239,760	\$375,627	\$177,160	\$406,799
Classroom Materials	\$595,018	\$267,894	\$317,487	\$141,728	\$378,769
Pupil-Use Technology & Software	\$188,164	\$132,240	\$81,921	\$35,432	\$208,284

Instructional Materials & Supplies	\$406,854	\$135,654	\$235,566	\$106,296	\$170,485
<b>INSTRUCTIONAL SUPPORT</b>	<b>\$2,880,684</b>	<b>\$1,335,598</b>	<b>\$1,334,825</b>	<b>\$665,602</b>	<b>\$2,485,416</b>
Pupil Support	\$1,536,855	\$1,057,808	\$921,952	\$458,692	\$2,104,712
Guidance & Counseling	\$407,710	\$250,330	\$340,010	\$217,974	\$761,356
Library & Media	\$186,390	\$180,536	\$120,408	\$70,166	\$327,364
Extracurricular	\$342,787	\$399,953	\$173,234	\$162,331	\$787,625
Student Health & Services	\$599,968	\$226,989	\$288,300	\$8,221	\$228,367
Teacher Support	\$1,241,272	\$241,736	\$336,100	\$204,207	\$352,640
Curriculum Development	\$440,466	\$33,722	\$99,126	\$120,236	\$344,066
In-Service & Staff Training	\$800,806	\$208,014	\$236,974	\$83,971	\$8,574
Program Support	\$102,557	\$36,054	\$76,773	\$2,703	\$28,064
Program Development	\$ -	\$ -	\$ -	\$193	\$ -
Therapists, Psychologists, Evaluators, Personal Attendants, & Social Workers	\$102,557	\$36,054	\$76,773	\$2,510	\$28,064
<b>OPERATIONS</b>	<b>\$4,685,630</b>	<b>\$1,955,157</b>	<b>\$2,497,808</b>	<b>\$1,752,121</b>	<b>\$4,408,221</b>
Non-Instructional Pupil Services	\$2,067,619	\$827,111	\$1,002,238	\$733,730	\$1,837,070
Transportation	\$657,999	\$130,450	\$183,942	\$237,717	\$609,444
Food Service	\$1,260,217	\$646,411	\$765,311	\$440,578	\$1,224,586
Safety	\$49,403	\$50,250	\$52,985	\$55,435	\$3,040
Building Upkeep & Maintenance	\$1,968,757	\$776,563	\$1,058,616	\$90,408	\$1,875,862
Business Services	\$649,254	\$351,483	\$436,954	\$327,983	\$695,289
Data Processing	\$252,664	\$195,315	\$157,031	\$ -	\$260,317
Business Operations	\$396,590	\$156,168	\$279,923	\$327,983	\$434,972
<b>OTHER COMMITMENTS</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$26,307</b>
Contingencies	\$ -	\$ -	\$ -	\$ -	\$ -
Capital	\$1,288,836	\$559,572	\$2,883,533	\$970,693	\$1,249,711
<i>Debt Service</i>	<i>\$1,247,725</i>	<i>\$559,022</i>	<i>\$1,887,902</i>	<i>\$970,693</i>	<i>\$1,248,461</i>
<i>Capital Projects</i>	<i>\$41,111</i>	<i>\$550</i>	<i>\$995,631</i>	<i>\$ -</i>	<i>\$1,250</i>
Out-Of-District Obligations	\$289	\$87,408	\$1,380	\$26,552	\$ -
<i>Parochial, Private, Charter, &amp; Public School Pass Throughs</i>	<i>\$289</i>	<i>\$87,408</i>	<i>\$1,380</i>	<i>\$26,552</i>	<i>\$ -</i>
Retiree Benefits & Other	\$ -	\$ -	\$ -	\$ -	\$ -
Legal Obligations	\$ -	\$ -	\$ -	\$ -	\$26,307
<b>LEADERSHIP</b>	<b>\$2,283,225</b>	<b>\$1,097,091</b>	<b>\$1,398,402</b>	<b>\$593,224</b>	<b>\$2,261,176</b>
School Management	\$890,493	\$487,904	\$493,724	\$59,471	\$1,287,100
Principals & Assistant Principals	\$602,173	\$397,486	\$254,694	\$59,471	\$866,871
School Office	\$288,320	\$90,418	\$239,030	\$ -	\$420,229
Program Management	\$752,592	\$254,472	\$546,094	\$246,132	\$441,580
Deputies, Senior Administrators, Researchers & Program Evaluators	\$752,592	\$254,472	\$546,094	\$246,132	\$441,580
District Management	\$640,140	\$354,715	\$358,584	\$287,621	\$532,496
Superintendent & School Board	\$492,352	\$348,346	\$347,603	\$287,621	\$529,496
Legal	\$147,788	\$6,369	\$10,981	\$ -	\$3,000

Source: InSite Data for FY 2012.

Of particular note is the fiscal strength of CSD 1 as shown in **Exhibit 3-4** when compared to similar districts.

**EXHIBIT 3-4  
FUND BALANCE PEER DISTRICT COMPARISON CHART  
CLARENDON SCHOOL DISTRICT ONE  
FISCAL YEAR 2012**

DISTRICT	# OF STUDENTS	GENERAL FUND REVENUE	FUND BALANCE	PERCENTAGE
Clarendon 1	884	\$6,044,386	\$2,280,388	37.727%
Allendale	1,412	\$13,573,568	\$4,638,528	34.173%
Saluda	2,156	\$14,007,478	\$281,291	2.008%
Barnwell 19	803	\$5,095,014	\$540,678	10.612%

Note: Florence 4 Data was unavailable

Source: FY 2012 In\$ite Data/External Audit Reports

**3.2 Organization, Plans, Policies and Procedures**

The business office is staffed by two people, the director of finance and an accounts payable clerk. Financial procedures are not well documented (see Recommendation 3-7). A minimum amount of supplies and materials are warehoused although no inventory records are maintained.

**3.3 Financial Management**

**FINDING**

As shown in **Exhibit 3-5**, CSD 1 has aggressively pursued grant funding utilizing in-house staff to enrich its academic program.

**EXHIBIT 3-5  
CLARENDON SCHOOL DISTRICT ONE  
GRANTS WRITTEN AND RECEIVED  
FY 2005 TO FY 2015**

GRANT	GRANT TYPE	FUNDING SOURCE	ESTIMATED AMOUNT
Improving Literacy through School Libraries	Federal-Student Academic Improvement	Federal	\$325,000
Arts Integration ( 3 times)	Arts in the Curricula	State	\$122,000
School Improvement Grant	School Transformation	State	\$ 6,000,000
I AM Technology	Technology coach and equipment	State	\$781,250
One to One technology	Technology coach and equipment	State	\$300,000
EEDA ( 2 times)	School Dropout Prevention	State	\$900,000

Math and Science Partnership Grant	Professional Development and student achievement	State	\$ 750,000
AmeriCorps ( volunteers) – equates to in cash amount	Volunteers	State	\$185,000
Different Ways of Knowing	Arts integration in the curriculum	State	\$375,000
STAR Academy	School Dropout prevention	State	\$644,963
SC Grant for Nurses	Nurses for school	State	\$ 212,000
South Carolina Community Block Grant from the SC Oversight Committee	Innovative Practices in Education	State	\$ 242,237 (approved 3-31-2015)
First Steps	School Readiness	State/ County	\$254,047
i 3 with New Tech	School Reform	Federal	\$250,000
21 <sup>st</sup> Century Community Learning Center grant	After-school program	State	Approximately \$275,000 for two grant awards
SAVE the Children	Literacy	Non-Profit international Organization	\$225,000
Total Amount of Grant Awards			\$11,941,497

Please note most of the figures are the approximate amount of the awards received. The amount awarded, in several of the grants, may be higher. However, the original award letters have been stored; thus, not available for providing the actual amount awarded.

Source: CSD 1 Assistant Superintendent, 2015.

### **COMMENDATION 3-A:**

**CSD 1 is commended for receiving over \$11.9 million in federal and state grants since 2005.**

### **FINDING**

CSD 1 has initiated a number of cost-cutting measures. CSD 1 issued a request for proposal process that resulted in switching insurance carriers, thereby saving \$90,000 annually without a reduction in insurance coverage. CSD 1 also converted its telecommunications carrier and saved \$14,166 annually.

### **COMMENDATION 3-B:**

**The district has reduced operating costs \$104,166 while continuing the level of service.**

### **FINDING**

The board has not adopted a formal policy on fund balance. Establishing a formal board policy regarding fund balance is a best practice.

## 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 tax anticipation notes (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

- |  |
|--|
| 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

The contract with the financial software company utilized by CSD 1's finance office provides a separate standalone resource to be utilized in the event of a catastrophic system failure. Interviews with staff indicated that an actual test utilizing the contractor's resource has not been conducted.

## TIER 1 RECOMMENDATION

### Recommendation 3-2:

**Conduct an actual test at least once every three years of the financial software contractor's ability to work with the Office of Finance and other appropriate departments to restore payroll and other key operating systems.**

Failure to be able to continue operations in a timely manner will have far reaching implications beyond the mere cost. Staff personnel, district activities, and service to the public at large will be put at great risk.

While difficult to put an exact figure on the potential loss, imagine the public relations loss of confidence, the impact on morale, the hardship on staff, their families, and on the community at large if the district could not run payroll for one month.

### IMPLEMENTATION PLAN

- |  |
|--|
| 1. Contact the financial software contractor to discuss the section of the existing contract providing recovery services.      |
| 2. Identify the key systems to be tested. Schedule the test of the system for a convenient time (e.g., a winter break period). |

## **FISCAL IMPACT**

There is no fiscal impact as the software company permits one test annually at no cost.

## **FINDING**

The external auditors have noted repeatedly from year to year a major internal control weakness in that there is not a proper separation of duties in performing financial transactions.

The current organizational structure is that it is a one person shop not allowing for the separation of duties. For example, it is not a best practice for the person who maintains the checking account to also reconcile the checking account.

## **Tier 1 RECOMMENDATION**

### **Recommendation 3-3:**

**Explore setting up a cooperative service arrangement with neighboring districts (Clarendon School Districts 2 and 3) wherein appropriate separation of financial transaction recording duties could be obtained.**

Concentration of financial functions that does not allow for a proper review by a third party exposes CSD 1 to financial risk.

## **IMPLEMENTATION PLAN**

- |   |
|---|
| <ol style="list-style-type: none"><li>1. CSD 1 should enlist the support of the chair of the Clarendon board of education to see if a mutually cooperative arrangement to provide services (e.g. two districts would agree to reconcile each other's bank accounts) could be established.</li></ol> |
|---|

## **FISCAL IMPACT**

There is no fiscal impact of this recommendation until a decision is reached.

## **FINDING**

CSD 1 has maintained a commendable record in financial reporting over the years. CSD 1 has not sought professional recognition for this excellent work by any of the national organizations such as the Association of School Business Officials (ASBO) or the Government Finance Officers Association (GFOA) that attest to such work.

## **TIER 3 RECOMMENDATION**

### **Recommendation 3-4:**

**Consider submitting the annual financial audit report at least once every five years to both ASBO and GFOA and obtain Certificate of Excellence.**

Professional recognition by these national organizations independently attests to the completeness, thoroughness and indeed overall excellence in financial reporting by CSD 1.

Such independent review gives credence to the public at large as to the proper administration of public funds.

**IMPLEMENTATION PLAN**

- |  |
|--|
| 1. CSD 1 should annually prepare a Comprehensive Annual Financial Report (CAFR) and submit it to ASBO and GFOA for review. |
|--|

**FISCAL IMPACT**

CSD 1 membership in ASBO and GFOA costs \$219 and \$700 annually respectively. The Certificate of Excellence in financial reporting applications cost \$985 and \$435 annually respectively.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Seek ASBO and GFOA membership/Certificate of Excellence	(\$2,339)	(\$0)	(\$0)	(\$0)	(\$0)

**FINDING**

CSD 1 does not take an annual inventory of fixed assets. Accordingly, inventory records may be inaccurate and important pieces of equipment may be missing when needed.

**TIER 3 RECOMMENDATION**

**Recommendation 3-5:**

**Conduct an annual inventory of fixed assets certified by the senior official at each facility.**

Negative reports are to be required even if no changes occurred. Enhanced accountability of fixed assets will help insure that the tools necessary are, in fact, in place to meet the educational needs of students.

**IMPLEMENTATION PLAN**

- |  |
|--|
| 1. Appropriate staff at each district facility would conduct the inventory, generally within one day, at the end of the fiscal year. |
| 2. The senior official at each facility would certify the accuracy of the inventory and submit the report to the business office.    |

**FISCAL IMPACT**

There is no fiscal impact; however, it would take approximately one day of a staff member's time at each facility to complete.

## 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 3-6:

**Consider obtaining proposals for an umbrella liability policy 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

1. The finance director should obtain a quote for coverage from CSD 1's insurance carrier.
2. The finance director should then have the insurance carrier add this coverage to the basic policy and pay the associated premium cost.

## FISCAL IMPACT

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

CSD 1 has not documented its in-house financial procedures. A review of documents shows that the district does not have adequate procedures to ensure all policies are carried out appropriately and in alignment with state regulations.

## TIER 2 RECOMMENDATION

### RECOMMENDATION 3-7:

**Document the district's internal financial procedures.**

It is important that key operations conducted repetitively be performed in a precise manner. Written procedures help to insure this and prove valuable in the absence of the personnel who routinely perform the tasks.

## IMPLEMENTATION PLAN

- |  |
|--|
| 1. The director of finance should obtain in-house financial procedures from similar sized school districts and use these to prepare tailored procedures for CSD 1. |
|--|

## FINDING

CSD 1 does not utilize Positive Pay or a similar method to guard against fraud such as counterfeit payroll or accounts payable checks.

Positive Pay is an automated fraud detection tool offered by the cash management department of most banks. In its simplest form, it is a service that matches the account number, check number, and dollar amount of each check presented for payment against a list of checks previously authorized and issued by the company. All three components of the check must match exactly or it will not pay

## TIER 3 RECOMMENDATION

### Recommendation 3-8:

**Explore utilizing Positive Pay to guard against fraudulent transactions.**

With the wide spread availability and the sophistication of today's technology, the possibility of someone committing fraud by generating counterfeit payroll or accounts payable checks is a concern. Many banks offer a Positive Pay service that protects the district from such dangers.

There is generally a fee charged by the bank for Positive Pay, although some banks now offer the service for free. The fee might well be considered an "insurance premium" to help avoid check fraud losses and liability.

## IMPLEMENTATION PLAN

- |  |
|--|
| 1. The director of finance should contact the Bank of Clarendon and see if they offer a protection such as Positive Pay.   |
| 2. If available and the cost is reasonable, the director of finance should contract with the bank to provide this service. |

## FISCAL IMPACT

The fiscal impact is unknown as it may be included in basic banking services or a separate fee may be charged depending upon the banking policies.

### 3.4 Purchasing

## FINDING

CSD 1 does not utilize/participate in the state of South Carolina's procurement card program (P-Card).

The South Carolina P-Card program is a well-functioning and well regarded procurement card program for use by state employees that 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 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 (e.g., 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 3-9:**

#### **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. Contact the State of South Carolina Materials Management Office (Attention: Stacy Gregg) at 1201 Main Street, Suite 600, Columbia, SC 29201 and enroll in the program.
2. The director of finance should enroll CSD 1 in the program and obtain the P-Cards.
3. The director of finance should train staff in use and safeguards.
4. The director of finance should distribute cards to designated staff for their use in obtaining goods and services.
5. The district should 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 based on CSD 1's estimated annual purchases would provide \$5,000 to \$10,000 in rebate revenue. The minimum rebate figure is used for the estimated fiscal impact.

<b>Recommendation</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>
Begin P-Card System	\$5,000	\$5,000	\$5,000	\$5,000	\$5,000

### **3.5 Warehousing**

CSD 1 does not conduct warehousing operations and relies on just-in-time deliveries for its consumable supplies.

### 3.6 Medicaid

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

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

- Special education – CSD 1 bills Medicaid for five health services – speech therapy, occupational therapy, physical therapy, nursing and psychological evaluation. The district employs two speech language pathologists, one licensed school psychologist, one registered nurse and two licensed practical nurses who provide these services.
- Billing for health services is done by the special education director’s assistant. She uses the SC Department of Health and Human Services (SCDHHS) web tool for billing. She bills for School District Administrative Claiming (SDAC) and manages the Random Moment Surveys.
- Transportation – special needs transportation (SNT) is provided by district bus drivers using specially equipped buses. SNT ridership is recorded on logs by the drivers. The director of transportation loads ridership data into an online database at SCDOE. SCDOE determines the reimbursement due to the district.

#### **Medicaid Reimbursements**

CSD 1 participates in all three Medicaid school-based programs as follows:

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

In FY 2011-12 and 2012-13, the district billed Medicaid for the following health services: speech, psychological evaluation and Title V nursing. CSD 1 has a contract with SC Department of Health and Environmental Control (SCDHEC) for Title V nursing. Reimbursement for this program comes from the SC Department of Health and Human Services (SC DHHS). In FY 2013-14, the district added occupational therapy and physical therapy to its services. Medicaid reimbursements for health services in those three fiscal years are shown in **Exhibit 3-6**.

#### **EXHIBIT 3-6 CLARENDON 1 MEDICAID HEALTH SERVICES REIMBURSEMENTS**

	<b>FY 2011-12</b>	<b>FY 2012-13</b>	<b>FY 2013-14</b>
HEALTH SERVICES	\$98,020	\$126,909	\$47,005
Difference from prior year	NA	+29%	-63%

Source: SC Department of Education; CSD 1, Finance Department, 2015.

## FINDING

CSD 1 staff are not certain about the cause of fluctuations in Medicaid health service reimbursement.

Medicaid reimbursements increased 29 percent from FY 2011-12 to FY 2012-13, and although two services were added in FY 2013-14, reimbursements dropped by 63 percent.

**Exhibit 3-7** compares health services reimbursements for the last three years for CSD 1 and its peer districts, Barnwell 19 and Florence 4 (Allendale did not provide health services financial data). CSD 1 reimbursements were higher than Barnwell 19 and Florence 4 except for FY 2013-14. In that year, total reimbursement for CSD 1 was 23 percent less than Florence 4. Florence 4 provides speech, occupational therapy, physical therapy, psychological evaluation and audiology. CSD 1 offers the same services with the exception of audiology, so this does not explain the difference in reimbursement.

### EXHIBIT 3-7 CLARENDON 1 AND PEER DISTRICTS HEALTH SERVICE REIMBURSEMENT COMPARISON

DISTRICT	FY 2011-12	CSD 1 DIFFERENCE FROM PEER	FY 2012-13	CSD 1 DIFFERENCE FROM PEER	FY 2013-14	CSD 1 DIFFERENCE FROM PEER
Clarendon 1	\$98,020		\$126,909		\$47,005	
Barnwell 19	\$22,500	+77%	\$87,998	+31%	\$38,808	+17%
Florence 4	\$73,345	+25%	\$44,746	+65%	\$61,772	-23%

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

## TIER 2 RECOMMENDATION

### Recommendation 3-10:

**Study health services reimbursements at the end of the fiscal year to better determine what changes can increase reimbursements.**

The purpose of this study is to determine the causes of reductions and increases in reimbursements and to find remedies. This study would include an analysis of the number of Medicaid-eligible students in each health service. Adequacy of health service staffing should also be assessed.

Periodically, SCDHHS sends to the districts a remittance advice which shows paid and rejected claims. CSD 1 special services staff reviews this report and corrects billing errors when possible. The report shows names of students whose services have been billed, which makes it possible to ensure that all reimbursements are for the district's own students. The report should

be reviewed to determine the progress of reimbursement compared to the prior year. This review will assist the staff in troubleshooting for the next school year

### IMPLEMENTATION PLAN

1. Special services and finance staff should gather information for the prior year on health service reimbursements.
2. Provider availability, numbers of Medicaid-eligible students in each service, 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 CSD 1. However, it should be noted that an analysis of this nature could bring in more Medicaid reimbursements.

### FINDING

CSD1 received a lower amount of School District Administrative Claiming (SDAC) reimbursement than its peers in FY 2013-14.

SDAC reimbursements for FY 2011-12 through FY 2013-14 for CSD 1 and peer districts Barnwell 19 and Allendale are shown in **Exhibit 3-8**. (Peer district Florence 4 does not bill for SDAC.) The SDAC reimbursements for CSD 1 and Barnwell 19 in FY 2011-12 and 2012-13 were similar, but in FY 2013-14, CSD 1 was 16 percent lower than Barnwell 19, although their enrollments are comparable. However, Allendale's reimbursement for all three years was much higher than CSD 1. The largest difference was in FY 2013-14 when CSD 1 was 82 percent lower than Allendale. Allendale has 41 percent more students than CSD 1, but this does not fully explain the difference.

SDAC reimbursement is based on random moment survey results (the surveys are used to determine the amount of time districts spend on administering their Medicaid programs). The surveys are completed by a roster of staff who administer the Medicaid program. Reimbursement is also based on 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.

**EXHIBIT 3-8  
CLARENDON 1 AND PEER DISTRICTS  
SCHOOL DISTRICT ADMINISTRATIVE CLAIMING (SDAC)  
REIMBURSEMENT 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
Clarendon 1	\$7,987		\$7,620		\$6,337	
Barnwell 19	\$7,758	+3%	\$7,184	+6%	\$7,582	-16%
Allendale	\$23,242	-66%	\$20,205	-62%	\$36,605	-82%

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

**TIER 2 RECOMMENDATION**

**Recommendation 3-11:**

**Ensure that all staff who administer the Medicaid program are on the SDAC survey roster.**

**IMPLEMENTATION PLAN**

1. Special services staff should review the list of providers, assistants and related staff.
2. Determine whether there are staff who are administering the Medicaid program, but are not on the RMS survey roster.
3. Add any staff who should be on the roster.

**FISCAL IMPACT**

This recommendation can be accomplished with existing resources, and at no additional cost to CSD 1. However, it should be noted that resolving this question could increase the amount of Medicaid reimbursements.

A comparison of the special needs transportation (SNT) reimbursements for CSD 1 and the peer districts can be seen in **Exhibit 3-9**. Florence 4 is not shown because it does not bill SNT. CSD 1 received slightly more SNT reimbursement than Allendale over the three-year period. CSD 1 had eight times the reimbursement of Barnwell 19 in FY 2011-12 and seven times in FY 2012-13. FY 2013-14 cannot be compared because Barnwell 19 reimbursement for that year is not yet complete.

**EXHIBIT 3-9  
CLARENDON 1 AND PEER DISTRICTS  
SPECIAL NEEDS TRANSPORTATION COMPARISON**

<b>DISTRICT</b>	<b>FY 2011-12</b>	<b>DIFFER- ENCE FROM CSD 1</b>	<b>FY 2012-13</b>	<b>DIFFER- ENCE FROM CSD 1</b>	<b>FY 2013- 14</b>	<b>DIFFER- ENCE FROM CSD 1</b>
Clarendon 1	\$7,987		\$7,620		\$6,337	
Barnwell 19	\$882	+\$7,105	\$1,341	+\$6,279	\$398*	+\$5,939
Allendale	\$7,803	+\$184	\$7,244	-\$376	-0-	+\$6,337

\*Received November 2014

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

An SNT ride is reimbursed if the student has a health service on the same day. CSD 1 bills for five health services while Barnwell 19 bills only for speech. Because there are more services at CSD 1, there are more opportunities for a ride to match with a service at CSD 1. During 2013-14, a new system for submitting ridership data was implemented by the SCDOE. This caused a number of districts to have lower, and in a few cases, no SNT payments for that year.

**COMMENDATION 3-C:**

**District staff submitted data so that the district continued to receive special needs transportation reimbursement during a transition time.**

## 4.0 HUMAN RESOURCES MANAGEMENT

This chapter reviews the personnel and human resource management functions of Clarendon School District 1 (CSD 1). The areas reviewed in this chapter include:

- 4.1 Introduction, Methodology, and District Comparison
- 4.2 Organization, Policies, and Procedures
- 4.3 Recruitment, Selection, and Retention
- 4.4 Salary Schedules

### CHAPTER SUMMARY

High quality personnel and human resources (HR) services are a critical factor in the overall success of a school division. CSD 1 provides competent and efficient personnel services with very limited resources. The following HR functions are commended in this chapter:

- The district does a good job of maintaining its job descriptions. (Page 4-11)
- CSD 1 has established partnerships with surrounding universities for teacher recruitment. (Page 4-12)
- The district is committed to professional development opportunities, including for paraprofessionals and secretaries. (Page 4-17)

Part of the district's commitment to quality was evidenced by their interest in continual improvement. In interviews, district staff, principals, and teachers expressed a willingness to push the boundaries to make improvements.

For CSD 1, our recommendations for increased efficiencies will serve to support an already strong leadership team and district with strong academic standing. CSD 1 was recently one of five districts awarded the South Carolina Community Block Grant for Education for a STEM Initiative. CSD 1 deserves accolades not only for their student performance, but also for the caliber of their services to teachers and staff. The community's support for the district and for the district's leadership was apparent during our site visit at CSD 1.

To assist the district 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.

Based on our onsite visit, interviews, focus group with teachers, and review of materials, this chapter offers the following recommendations for HR functions:

- Share HR services with a neighboring district. Tier 1. (Page 4-8)
- Separate the duty of adding new employees to the payroll from setting salaries. Tier 1 (Page 4-9)

- Update staff directory and personnel link on the district website. Tier 3 (Page 4-11)
- Implement panel interviews for new hires. Tier 2 (Page 4-13)
- Implement a pen-and-paper or an online survey to complement exit interviews. Tier 2 (Page 4-14)
- Create a job classification system and salary schedule for non-instructional staff. Tier 2 (Page 4-18)

### **Survey Results Related to Human Resource Functions**

The review team administered a survey to teachers, school administrators, and district administrators. The following are the survey results for HR functions at CSD 1. 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 providing a rating of 2.94 on a 4-point scale for these functions. However, teachers experienced greater satisfaction with this function than did school or district administrators, rating it at 3.04, which ranks it as an area that is effective and efficient. **Exhibit 4-1**, which can also be found in section 2 of the survey results in **Appendix 1**, provides the breakdown for the overall satisfaction with human resource services.

#### **EXHIBIT 4-1 DISTRICT FUNCTION OPERATIONS CSD 1 SURVEY RESULTS 2015**

<b>VARIABLE</b>	<b>TOTAL</b>	<b>TEACHER</b>	<b>SCHOOL ADMINISTRATOR</b>	<b>DISTRICT ADMINISTRATOR</b>
Human resources	2.94	3.04	2.83	2.50

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. Specific highlights include:

- Overall, respondents agreed that they have an accurate job description (M=4.41).
- School administrators (M=4.60) more strongly agreed that the district actively recruits high-quality staff to fill vacant positions in comparison with teachers (M=3.98) and district administrators (M=3.38).
- Teachers (M=4.30) and district administrators (M=4.29) more strongly agreed that district employees receive annual personal evaluations in comparison with school administrators (M=3.20).

Specific responses also demonstrate general satisfaction by employees at CSD 1 as indicated by the high marks for the following statements:

- I feel that my work is appreciated by my supervisors
- I receive adequate training and support to perform my job functions
- There is high quality professional development for principals and teachers

**Exhibit 4-2** below, which is based on a five-point scale, provides the full survey responses for human resources.

**EXHIBIT 4-2  
HUMAN RESOURCES SURVEY RESULTS  
CSD 1 2015**

<b>VARIABLE</b>	<b>TOTAL</b>	<b>TEACHER</b>	<b>SCHOOL ADMINISTRATOR</b>	<b>DISTRICT ADMINISTRATOR</b>
I have an accurate job description	4.41	4.33	4.83	4.86
District salaries for the type position I am in are competitive with similar positions in the job market	2.71	2.52	3.40	3.25
I feel that my work is appreciated by my supervisors	3.88	3.74	4.33	4.50
I receive adequate training and support to perform my job functions	4.00	3.87	4.33	4.63
The district has a good program for orienting new employees	3.93	3.92	4.33	3.63
The district has an adequate number of staff to carry out its operations	2.85	2.78	3.20	3.13
The district actively recruits high quality staff to fill vacant positions	3.95	3.98	4.60	3.38
There is adequate high quality professional development for the principals and teachers	4.09	4.04	4.33	4.29
District employees receive annual personal evaluations	4.30	4.30	3.20	4.29
Employees receive their personal evaluations each year well in advance of the end of the school year	3.98	4.04	4.60	3.63
The district has a fair and timely grievance process	3.94	4.00	4.33	3.43

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.

Moreover, as will be discussed later in this chapter, there are two areas that respondents feel need to be addressed; the first is related to district salaries and the second relates to the number of district staff available to carry out its operations.

Finally, when asked to indicate how the operational efficiency of the school could be improved, respondents identified the following areas related to HR:

- 50 (66.7%) identified increasing the number of teachers.
- 10 (13.3%) identified increasing the number of administrators.
- None identified reducing the number of teachers.

Based on comparative peer data, included in **Exhibit 4-3**, CSD 1 has the second highest student-teacher ratio in core subjects.

**EXHIBIT 4-3  
STUDENT-TEACHER RATIO IN CORE SUBJECTS  
COMPARATIVE PEER DATA  
2014 Data**

SCHOOL DISTRICT	STUDENT-TEACHER RATIO IN CORE SUBJECTS
Clarendon 1	20.0 to 1
Florence 4	15.7 to 1
Allendale	18.1 to 1
Barnwell 19	14.7 to 1
Saluda	20.6 to 1

Source: District Report Cards, Department of Education, 2014.

**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 4-4** provides a summary of the recommendations that have a fiscal impact, and estimated costs and savings associated with the recommendations contained in this chapter. As shown, a net savings of \$109,110 could be realized over the next five years should the district choose to implement the recommendations.

**EXHIBIT 4-4  
FISCAL IMPACT OF CHAPTER 4  
HUMAN RESOURCE MANAGEMENT  
2015**

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Conduct salary study	(\$5,000)	\$0	\$0	\$0	\$0
Reduce turnover rates	\$71,610	\$51,150	\$35,805	\$35,805	\$35,805
Share an HR director	(\$23,213)	(\$23,213)	(\$23,213)	(\$23,213)	(\$23,213)
Net Cost	\$28,213	\$23,213	\$23,213	\$23,213	\$23,213
Net Savings	\$43,397	\$27,937	\$12,592	\$12,592	\$12,592
<b>TOTAL FIVE-YEAR SAVINGS</b>					<b>\$109,110</b>

**4.1 Introduction, Methodology, and District Comparisons**

CSD 1 does not have a specific line item in its budget for administering HR services. Funding is allocated through the superintendent's budget. There are a total of 126 employees in the district.

According to district staff, the average number of new hires for the last five years is approximately seven – five new teachers and two staff and/or principals – however, according to the South Carolina Teacher Turnover Rate by District report on the Center for Educator Recruitment, Retention, and Advancement (CERRA) website, CSD 1 had a 15 percent turnover rate in 2012-13 and a 21.8 percent turnover rate in 2013-2014.<sup>1</sup> Using these percentages, there would be an average of 14-18 new hires per year. CSD 1’s turnover rate will be discussed in more detail later in the chapter.

The district provides personnel services for all 126 employees. **Exhibit 4-5** provides a breakdown of the number of employees by category.

**EXHIBIT 4-5  
EMPLOYEE DISTRIBUTION  
CSD 1 SCHOOL DISTRICT  
2014-2015**

CATEGORY	NUMBER OF EMPLOYEES
Central Office	12
School	93
Secretaries/Clerks/Technicians	6
Food Service Workers	10
Transportation	1
Maintenance	10

Source: CSD 1 School District Personnel Matrix, 2014-15.

For this chapter, the review team examined a wide variety of documentation including, but not limited to, online policies, staff training and development records, departmental forms, informational brochures, and the district’s Web site. In addition, interviews were conducted with various employees, teachers, 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 CSD 1, peer districts were selected based on comparable size and tier ranking and include Florence 4, Allendale, Barnwell 19, and Saluda. **Exhibit 4-6** provides the number of students, number of schools in each district and the dollars spent per pupil for each district.

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<sup>1</sup> South Carolina Teacher Turnover Rate 2012-2013 [http://cerra.org/media/documents/2014/5/DistrictTurnover\\_1213.pdf](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](http://cerra.org/media/documents/2015/1/Turnover_1314.pdf)

**EXHIBIT 4-6  
PEER DISTRICT SIZE COMPARISON  
2014 SCHOOL YEAR**

<b>DISTRICT NAME</b>	<b># OF STUDENTS</b>	<b># OF SCHOOLS</b>	<b>DOLLARS SPENT PER PUPIL</b>
Clarendon 1	822	4	\$14,090
Timmonsville-Florence 4	749	3	\$9,733
Allendale	1,303	4	\$14,400
Barnwell 19	769	3	\$11,417
Saluda	2,164	5	\$9,452

Source: District Report Cards, Department of Education, 2014.

As is the case in CSD 1, HR is administered by the superintendent in Florence 4 and Barnwell 19. However, according to district websites, Allendale employs a director of personnel and Saluda has both a director of human resources and a human resource assistant.

**4.2 Organization, Plans, Policies, and Procedures**

This section describes the organization and implementation of HR and personnel services in CSD 1.

**FINDING**

The superintendent serves as the director of human resources and there are no other specifically-designated HR staff in the district office.

The performance of other human resource services – i.e. new employee orientation, benefits, and payroll – are shared within the district office between the assistant superintendent for PK-12, the finance director, and school principals.

As the director of human resources, 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 terminations.

The process for hiring includes the following steps:

1. The district advertises the position on the district website and on the CERRA website, which is South Carolina’s one-stop-shop for teacher recruitment and retention.
2. Candidate information is sent to the school principals by the assistant to the superintendent.
3. Principals conduct the first interviews and send recommendations back to the superintendent.
4. The superintendent then interviews the candidate, sometimes in conjunction with the assistant superintendent.
5. The assistant to the superintendent then runs the background check and verifies certifications.
6. The principal performs the reference check.
7. Recommendation is taken to the board for approval.
8. If approved by board, an offer is made to the candidate.

On the CSD 1 website, there is no link or contact information for the HR/personnel department.

## FINDING

According to the survey results, teachers, school administrators and district administrator do not feel that there are adequate resources to administer HR functions at the district level. As illustrated in **Exhibit 4-7** below, which provides the survey results asking respondents about whether there are an adequate number of staff to carry out its HR operations.

### EXHIBIT 4-7 HUMAN RESOURCES CSD 1 SURVEY RESULTS 2015

VARIABLE	TOTAL	TEACHER	SCHOOL ADMINISTRATOR	DISTRICT ADMINISTRATOR
The district has an adequate number of staff to carry out its operations	2.85	2.78	3.20	3.13

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.

In addition, based on interviews and conversations at the community meetings, teachers and staff do not feel that they have sufficient recourse in the current HR system.

Adequately staffing HR services is imperative for a school district. 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<sup>2</sup>. Human capital is the driver of our education system and a strong HR structure, with adequate support, helps to ensure that qualified teachers make it into the classroom and that principals find teachers who meet their school's needs.

Administering HR services is detailed, specific and time consuming. The lack of sufficient support means that in a small, already overworked school district, details are being missed. There are five main reasons why a district needs dedicated HR resources:

- First, it takes a lot of time to hire an employee. The process requires someone to recruit candidates, sift through resumes, screen applications, set up interviews, enter data, run background checks, check certifications and select candidates.
- Second, it takes a lot of time to fire an employee. Discipline and firing is also time consuming and incredibly important. Having the time and resources to properly manage discipline, grievance and firing can help to avoid lawsuits and conflict.
- Third, managing employee information and confidential personnel files is tedious.
- Fourth, maintaining a functioning system requires constant attention. Maintaining employee handbooks, manuals, job descriptions, job classifications, and salary

<sup>2</sup> [http://www.aasa.org/uploadedFiles/Policy\\_and\\_Advocacy/files/SchoolBudgetBriefFINAL.pdf](http://www.aasa.org/uploadedFiles/Policy_and_Advocacy/files/SchoolBudgetBriefFINAL.pdf)

schedules takes time. It also requires time to ensure that rules, regulations and expectations are consistently enforced set and maintained.

- Five, employees need to feel safe within the system.

In addition, interviews and conversations at the community meeting support the need for additional HR resources. Based on interviews, teachers and employees feel that there are two main areas that would benefit from having additional HR resources. The first is to serve as a neutral third party. Staff expressed that morale would be improved if they had an outside entity to turn to in some cases for feedback, discipline, grievances and help. The second was in the process itself. In multiple instances, new teachers felt the process for hiring and new employee orientation was disorganized because of limited staff resources. They explained that the onus is placed on the school principals who already have very limited time and as such, scheduling interviews and maintaining communication throughout the process was scattered and inefficient.

## **TIER 1 RECOMMENDATION**

### **Recommendation 4-1:**

#### **Share HR services with a neighboring district.**

Overall CSD 1 provides exceptional service to its principals, teachers, and staff. However, sharing services with a neighboring district would benefit the district by creating clear definitions, structures, and uniform standards of operations. The district could utilize this shared service to provide some or all of the following services:

- Information technology
- Personnel processing
- Compensation management (which will be discussed again in Recommendation 4-2)
- Benefits and retirement information

Clarendon 1 could share HR services with one of its peer districts or consider gathering Clarendon 1, 2, and 3 to discuss the idea of sharing among Clarendon districts. Clarendon 2 has an assistant superintendent of personnel and the superintendent handles human resources for Clarendon 3.

## **FISCAL IMPACT**

The fiscal impact of this recommendation is based on the assumption that the district will share an HR coordinator with all three Clarendon districts. Using the average director salary at CSD 1, the HR director's salary would be approximately \$55,950 plus benefits. Therefore one-third of the salary would be \$18,650 plus one-third of the 25 percent benefit rate, which is approximately \$4,662. The total annual cost for CSD 1 would be \$23,312. The five-year cost would be approximately \$116,563.

<b>Recommendation</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>
Share an HR director among Clarendon school districts	(\$23,312)	(\$23,312)	(\$23,312)	(\$23,312)	(\$23,312)

## IMPLEMENTATION PLAN

1. The superintendent should identify and contact preferred district(s) for collaboration.
2. The superintendent should work with peer district(s) on arrangements for sharing HR director position, including determining what services should be shared and how time should be managed and accounted for.
3. The superintendent should notify principals, teachers and staff of the shared services arrangement.

## FINDING

The director of finance is currently responsible for adding new employee salaries and salary changes to the payroll system as well as running the actual payroll.

General operating principles would make these two actions separate – with one person, other than the director of finance, entering the initial salary information and any base salary changes into the system, and then the finance director running payroll. Having two separate people in this interaction serves as an additional check to the process and prevents the unlikely instance of a person entering fictitious names and taking the money without anyone being the wiser.

## TIER 1 RECOMMENDATION

### Recommendation 4-2:

#### **Separate the duty of adding a new employee to the payroll from setting salaries.**

The assignment of compensation should be separate from the compensation process. Either a shared HR person or a person other than the finance director should enter the salaries into the payroll system. Implementing this recommendation will allow for more effective checks and balances, monitoring, and accuracy of the payroll system.

This can be implemented in year one by assigning this task to another position.

## FISCAL IMPACT

This is a purely administrative task and can be accomplished within existing resources and at no additional cost to the district.

## IMPLEMENTATION PLAN

1. The superintendent should work with the finance director to designate a staff member to administer this function.
2. The board should approve the recommended organizational change.
3. This recommendation should be implemented by the superintendent upon board approval.

## FINDING

CSD 1's job descriptions are consistent in formatting, detail, and thorough.

Accurate job descriptions are important because they help to attract the right candidates, get everyone on the same page, make the hiring process easier and more efficient, and increase

the chance of employee success. CSD 1 job descriptions should be updated to include a date to reflect when they were created and/or updated and that job descriptions should be reviewed annually between the manager and the employee during performance reviews. The team reviewed the following job descriptions:

- Administrative Assistant to the Superintendent
- Assistant Superintendent for Instruction and Federal Programs
- Assistant Coach
- Assistant for Early Literacy
- Assistant Principal and/or Dean of Students
- Athletic Director
- Bus Driver
- Bus Monitor-Exceptional Children
- Computer Lab Assistant
- Coordinator of Payroll and Benefits
- Custodian
- Data Entry Clerk and Technical Support
- Director of Finance
- Director of Maintenance
- Director of Student Nutrition
- Director of Special Education Services
- Director of Transportation
- Early Literacy Support – Save the Children Program
- Food Service Manager – School Level
- Food Service Operator
- Graduation Coach
- Guidance Counselor – All Levels
- Head Coach
- In School Suspension Monitor
- Instructional Assistant
- Interventionist for School Readiness and Family Support
- JROTC Instructor
- Media Specialist
- Network Administrator
- Personal Assistant
- Personal Assistant and/or Instructional Assistant
- Principal
- Receptionist-Central Office
- Registered Nurse
- Principal and Director of Special Services
- School Resource Officer
- Secretary/Bookkeeper
- Principals, Director of Special Services and/or Superintendent’s Designee
- Superintendent
- Teacher

## **COMMENDATION 4-A:**

**The district does a good job of maintaining its job descriptions.**

### **FINDING**

The district's online staff directory is out-of-date. Keeping the staff directory up-to-date is important because a district wants to make contact for teachers, students, parents, community members and potential employees as easy as possible.

In addition, there is no link for the personnel department listed on the district's website to find information about job vacancies. While the information can be found online under the office of the superintendent, finding job postings, applications, and contact information relating to employment is tedious. Job vacancy information should be easily accessible.

### **TIER 3 RECOMMENDATION**

#### **Recommendation 4-3:**

**Update staff directory and personnel link on the district website.**

School websites are an opportunity to welcome the outside world to the school and to link students and parents to important information. Maintaining an up-to-date website:

1. Creates the right impression.
2. Demonstrates organization.
3. Shows you can communicate.

Human resource pages are particularly important in the recruitment of new candidates. The HR page should be direct, easy to maneuver, and include appropriate contact information. The district may also want to include quotes and/or testimonials by teachers and staff about the benefits of working for a school district like CSD 1.

### **FISCAL IMPACT**

There is no fiscal impact associated with this recommendation. Approximately three to four hours of staff time are required to bring the website up-to-date and then ongoing maintenance.

### **IMPLEMENTATION PLAN**

1. The assistant to the superintendent should provide current staff list, title, and contact information to website administrator.
2. The website administrator should update the directory and remove any links to information that are not ready.
3. The website administrator should connect the personnel link either directly to job vacancies or to the office of the superintendent page.

#### **4.3 Recruitment, Selection, and Retention**

This section of the chapter discusses CSD 1 processes for recruiting, selecting, and retaining qualified employees.

## FINDING

Teacher recruitment is a priority for the district.

Interviews with teachers, principals, and community members demonstrated that recruitment, while sometimes difficult because of CSD 1's geography, is a priority for the district. CSD 1 partners with South Carolina State, Morris College, Francis Marion University, and Claflin University for recruitment. Even with a limited budget, the district attends recruitment fairs.

The elementary school was particularly fortunate to recruit certified art and music teachers from surrounding districts in the last year. Survey results also demonstrate that there is general satisfaction with the district's recruitment efforts as seen in **Exhibit 4-9** below.

### EXHIBIT 4-9 CSD 1 RECRUITMENT EFFORTS CSD 1 SURVEY RESULTS 2015

VARIABLE	TOTAL	TEACHER	SCHOOL ADMINISTRATOR	DISTRICT ADMINISTRATOR
The district actively recruits high quality staff to fill vacant positions	3.95	3.98	4.60	3.38

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.

## COMMENDATION 4-B:

**CSD 1 has established partnerships with surrounding universities for teacher recruitment.**

## FINDING

High turnover is a problem for CSD 1.

According to the CERRA website, CSD 1 had a turnover rate of 15 percent for the 2012-13 calendar and 21.8 percent turnover rate in 2013-14.<sup>34</sup> In addition, the review team learned through interviews that there have been three English teachers in the last three years. Of the ten new teacher hires from the 2014-15 calendar, five are not planning to return for 2015-16. This information is speculative. At the time of this report, renewal contracts had not been sent to employees, so the exact number of teachers not returning is not yet known. Regardless, with an average of 14 teachers (15%) leaving CSD 1 schools per year, the approximate annual cost to the schools and district comes to \$238,700, which includes the cost of recruiting, hiring, processing, and training new teachers.<sup>5</sup> A 30 percent reduction in turnover would save the district \$71,610 in the first year.

<sup>3</sup> [http://cerra.org/media/documents/2014/5/DistrictTurnover\\_1213.pdf](http://cerra.org/media/documents/2014/5/DistrictTurnover_1213.pdf)

<sup>4</sup> [http://cerra.org/media/documents/2015/1/Turnover\\_1314.pdf](http://cerra.org/media/documents/2015/1/Turnover_1314.pdf)

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

Addressing turnover in CSD 1 will require ongoing analysis and attention. In general, CSD 1 tries very hard to support its teachers and to retain good employees. However, one area noted by teachers for improvement in the survey was additional support for disciplinary issues and “adequate sanctions for discipline.” As one teacher noted, “At the moment, students are not deterred from misbehavior because they do not take the existing consequences seriously.” Maintaining a safe and orderly school environment with active support for teachers on disciplinary issues is an important aspect of teacher morale and retention efforts.

The other important step is to hire the right people from the start. Most experts agree that this is the single best way to reduce employee turnover. Interview and vet candidates carefully to make sure that they fit the school’s needs, the district’s priorities, and the culture of the community and school. Based on information gathered during our interviews with teachers, principals and district staff, the current process for interviewing candidates now primarily falls to principals. There is a great deal of autonomy and no consistent interview process at the school level, which can be challenging for the candidate and for the long-term goals of the school. The superintendent will interview the candidates after the principal but they are not often done together.

As outlined below in Recommendations 4-4 and 4-5, we recommend that the district explore a group/panel model for conducting interviews in order to hire the right people upfront and conduct written exit surveys to complement in-person exit interviews in order to better understand why talent is leaving the district.

## **TIER 2 RECOMMENDATION**

### **Recommendation 4-4:**

#### **Implement panel interviews for new hires.**

Superintendents and principals are under tremendous pressure to hire the best and the brightest for their schools. Filling vacancies is difficult and finding the right person upfront can be a challenge particularly in small rural districts. However, these challenges can be mitigated by implementing a clear and consistent interview process that incorporates recognized best-practices. One element not currently employed by CSD 1 is panel interviews. Panel interviews can be very helpful in a small district because team members often feel more vested in the hiring process and in seeing that the new employees succeed. In addition, when organized properly, panel interviews can be more effective than traditional one-on-one interviews by:

1. Keeping interviews consistent and on the same track with a pre-planned set of questions.
2. Improving accuracy by providing varying opinions about whether a candidate is competent, motivated and a good fit for the school and district.
3. Helping candidates to better understand the job and how future co-workers interact.

Bringing together the superintendent, assistant superintendent, principal, and peer teacher(s) to interview teacher and school staff candidates would serve the district, the school and the candidate well by relaying consistent information and expectations.

For effective panel/group interviews:

1. Have all interviewers review the job description before the interview.
2. Assign one leader – use everyone else as a fact finder. To do this, the leader asks the question and then other panel members can ask follow-up questions but cannot change the topic until the leader asks a new question.
3. Use a formal assessment scorecard right after the interview to record findings.

## **FISCAL IMPACT**

This can be accomplished without additional financial resources.

## **IMPLEMENTATION PLAN**

1. The superintendent, assistant superintendent, and school principal should create a “go-to” interview team for each school.
2. The superintendent should create a clear process using the shared HR director and interview team.
3. The shared HR coordinator and/or the superintendent should take the lead in organizing and scheduling interviews with the interview team and candidate.
4. Once a candidate is selected, the shared HR coordinator should take ownership of the hiring process – including follow up from the interview, employee orientation, and benefit coordination.

## **TIER 2 RECOMMENDATION**

### **Recommendation 4-5:**

#### **Implement a pen-and-paper or an online survey to complement exit interviews.**

Exit interviews are extremely important and can help to reduce turnover by providing valuable information about why employees are leaving.

Exit interviews are best conducted face-to-face to support better communication and to provide an opportunity to get to the root of sensitive feelings. In a small district like CSD 1, exit interviews can be uncomfortable because of the closeness between leadership, teachers and staff.

In addition, especially in teaching, when references are very important, departing employees do not want to alienate former employers. As such, exit interviews can be inefficient and unproductive. Rather than telling an employer that management was difficult or that they felt unsupported, they will come up with inoffensive reasons for their departure, for example, more money, better benefits, etc.

Therefore, we recommend that CSD 1 implement a pen-and-paper or online survey to complement their in-person exit interview.

If people can be more honest, then over time, CSD 1 will have a more clear understanding of its turnover rate and be more equipped to make necessary changes.

Example exit interview questions include:

- How do you feel things went here?
- What caused you to start looking for a new job in the first place?
- Why have you decided to leave?
- Have you shared your concerns with anyone prior to deciding to leave? What was the response?
- Do you have suggestions for improvements?
- What could we have done that would have stopped you from leaving?
- What is your new employer giving you that you did not get from us?
- What could your supervisor do to improve his or her management style and skill?
- What are your views about management and leadership, in general?
- What did you like most about your job?
- What did you dislike about your job? What would you change about your job?
- Do you feel you had the resources and support necessary to accomplish your job? If not, what was missing?
- We try to foster positive morale and motivation; what was your experience of morale and motivation?
- Were your job responsibilities characterized correctly during the interview process and orientation?
- Did you have clear goals and know what was expected of you in your job?
- Did you receive adequate feedback about your performance day-to-day and in the performance development planning process?
- Did leadership care about and help you accomplish your personal and professional development and career goals?
- What would you recommend to help us create a better workplace?
- Do the policies and procedures of the company help to create a well-managed, consistent, and fair workplace in which expectations are clearly defined?
- Describe the qualities and characteristics of the person who is most likely to succeed in your position.
- What are the key qualities and skills we should seek in your replacement?
- What would make you consider working for this district again in the future? Would you recommend this district as a good place to work?

## FISCAL IMPACT

Implementing the written survey will have little or no cost to the district. However, getting to the bottom of turnover in CSD 1 and reducing turnover by 30 percent will save approximately \$71,610 a year. Over a five-year period, the district could save about \$230,175.

These estimates are based on a 15 percent turnover rate (approximately 14 teachers per year) and a 30 percent reduction per year until the third year, leaving CSD 1 with a 6 percent turnover rate as some attrition is naturally going to occur.

<b>Recommendation</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>
Reduce turnover rate for teachers	\$71,610	\$51,150	\$35,805	\$35,805	\$35,805
Total Cost	(\$238,700)	(170,500)	(\$119,350)		
<b>TOTAL SAVINGS</b>	<b>\$71,610</b>	<b>\$51,150</b>	<b>\$35,805</b>	<b>\$35,805</b>	<b>\$35,805</b>

## IMPLEMENTATION PLAN

1. The superintendent and the shared HR director should develop a written exit interview to complement face-to-face meetings.
2. The superintendent and/or the shared HR director should make sure that departing employees know that the written exit interview is important and confidential.
3. The superintendent, shared HR director, and principals should develop a public plan to address employee retention.
4. The superintendent, shared HR director, and principals should evaluate the effectiveness of program annually.
*The superintendent and principals should also consider administering an anonymous employee satisfaction survey every two years.

## FINDING

CSD 1 strives to provide excellent induction programs and professional development opportunities.

The induction program is managed by the superintendent with the support of the assistant superintendent and the professional development program is managed by the assistant superintendent with the support of school principals. The induction meetings and professional development for district employees and teachers take place once a month. Teachers also meet with the principals on a weekly basis in order to discuss issues and needs and to help them do better in the classroom.

The district's efforts are bearing fruit as evidenced by the survey results which demonstrated support for the district's professional development efforts. Teachers, school administrators and district administrators all rated professional development at 4 or above, which is considered an area where the district is especially effective and efficient. **Exhibit 4-10** below provides a visual of the results.

### EXHIBIT 4-10 PROFESSIONAL DEVELOPMENT CSD 1 SURVEY RESULTS 2015

VARIABLE	TOTAL	TEACHER	SCHOOL ADMINISTRATOR	DISTRICT ADMINISTRATOR
There is adequate high-quality professional development for the principals and teachers	4.09	4.04	4.33	4.29

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

It is important to bring to the district's attention that during interviews, some teachers expressed a desire for greater depth and more targeted curriculum in the professional development process – not only in the area of technology, but also in classroom management and instructional innovation. In addition, some new teachers felt that the induction program needs to

be better organized and more content-driven. They didn't want to be "read to from a book." We wanted to bring this information to the district's attention but are not making any recommendations for improvements because when reviewing the "satisfaction surveys" for specific professional development seminars and classes, the feedback was overwhelmingly positive for execution and content.

Finally, CSD 1 was recently awarded \$242,237 for a STEM (Science, Technology, Engineering, and Math) project that is also designed to implement a high-quality professional development model that will prepare teachers to deliver comprehensive and challenging STEM education to students.

#### **COMMENDATION 4-C:**

**The district is committed to professional development opportunities, including for paraprofessionals and secretaries.**

#### **4.4 Salary Schedule**

##### **FINDING**

There is no job classification system or salary schedule for non-teacher positions.

While there do not seem to be huge disparities in salaries by job title based on the information we reviewed, having clear job classifications and salary schedules are important to maintain transparency, consistency and tangible evidence of upward mobility, which is important in developing performance-related incentives.

Job classifications systems group jobs into categories based on the type of work. The category captures the essence of the work, rather than the specific duties of each position, which is done in the job description for a position. Job classifications reflect the nature and complexity of work at several levels and help to define and describe the duties and responsibilities of positions in order to:

- Determine proper compensation and qualification requirements (e.g., education level, previous work experience).
- Facilitate the functioning of other personnel processes, such as developing performance standards and actual performance appraisals based upon the assigned duties of specific positions.
- Identify career ladders and promotional lines.
- Translate broad organizational plans into the assignment of duties and responsibilities to individual positions.

There are a number of factors to consider when placing them into a classification. These include:

- Nature or type of work performed.
- Level of responsibility.
- Impact of position on the unit, department, or campus.
- Reporting relationships.
- Scope of duties.
- Complexity of work.

- Creativity/innovation.
- Supervision received.
- Supervision exercised.
- Knowledge and skills required to perform the duties.

These factors help to determine the role, objective and organizational relationship of a specific position in the district’s organization.

A salary schedule will complement the job classification system by showing the rates of pay for employees working at each level. It will also show increases in pay when employees spend a certain length of time at a particular level.

Job classification systems and salary schedules benefit employee morale by maintaining consistency and transparency for positions in the district.

**TIER 2 RECOMMENDATION**

**Recommendation 4-6:**

**Create a job classification system and salary schedule for non-instructional staff.**

The district should create a job classification system, conduct a salary study, and create a salary schedule for all non-instructional staff. Examples include paraprofessionals, teacher aides, secretaries, clerks, custodial staff, food service workers, directors, and managers, etc. Once complete it will also be important to maintain this system because job classifications become outdated over time and need to be updated on a regular basis.

**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. Ensure that the pay schedules are consistently applied across the board.

If a third party is solicited for the study:

1. The district would need to select an outside entity to conduct study and develop salary schedules.
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.

**FISCAL IMPACT**

This can be done internally without a fiscal impact, but would require between 15 to 30 hours of staff time. However, noting that the finance department has very limited staff, the district may

consider soliciting outside assistance in assessing current salaries and in developing salary schedules. For a district the size of CSD 1 with an existing schedule for teachers, our team estimates a fiscal impact of approximately \$5,000.

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

## 5.0 FACILITY USE AND ENERGY MANAGEMENT

This chapter presents the results of the review of facility use and energy management functions in Clarendon School District 1 (CSD 1). The major sections in this chapter are:

- 5.1 Introduction, Methodology, and Peer District Comparisons
- 5.2 Organizational Structure, 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:

- CSD 1 facilities are well-maintained and exhibit a high level of cleanliness. (Page 5-43)
- CSD 1 understands the value of maintaining its facilities and creating the necessary funding. (Page 5-44)
- The district has a facility maintenance program that recognizes, anticipates and plans for facility improvement needs. (Page 5-45)
- The district operates at best practice standards for custodian staffing. (Page 5-46)
- CSD 1 is commended for operating in a more energy efficient manner than a comparable district (Page 5-51)
- CSD 1 has met the mandated 20 percent energy use reduction goal since 2000 and received a Milestone Recognition Award from the South Carolina Energy Office. (Page 5-52)

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.

**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 report contains the following recommendations:

- Develop a five-year master plan that includes facilities planning, capital construction planning and maintenance planning. Tier 1 (Page 5-13)
- Prepare current and projected enrollment, capacity and utilization rates by school annually. Tier 1 (Page 5-17)

- Analyze on an annual basis the projected enrollment and facilities' use and the effect this will have on capital construction and update the capital construction plan if necessary. Tier 1 (Page 5-20)
- Audit and track the cleaning supplies for each school and the administration office to reduce the cost for cleaning supplies. Tier 1 (Page 5-47)
- Audit the St. Paul Elementary School and the Early Childhood Center electrical usage. Tier 1 (Page 5-54)

### **Survey Results related to Facility Use and Energy Management**

The results of the survey questions related to facility use and energy management are shown in **Exhibit 5-1**. Complete results for this section can be found in **Appendix 1**. Highlights pertaining to facilities include the following: (Note: M = Mean / Average)

Highlights include:

- Respondents overall agreed that the district has a long-range plan to address facility needs (M=4.16).
- Respondents indicated that they were satisfied with the number of portable buildings in the district (M=4.43).
- Teachers (M=3.78) and school administrators (M=3.67) expressed greater agreement that repairs are made in a timely manner in comparison with district administrators (M=2.25).
- Overall, respondents agreed that the district has an energy management program in place to minimize its energy consumption (M=4.25).
- Furthermore, respondents agree that they would know what to do in a crisis or emergency (M=4.29) and that there is a process in place for community use of facility space (M=4.57).

#### **EXHIBIT 5-1 FACILITY USE AND ENERGY MANAGEMENT SURVEY RESULTS**

<b>VARIABLE</b>	<b>TOTAL</b>	<b>TEACHER</b>	<b>SCHOOL ADMINISTRATOR</b>	<b>DISTRICT ADMINISTRATOR</b>
The district has a long-range plan to address facility needs	4.16	4.19	4.00	4.13
The district has too many portable buildings	4.43	4.39	4.50	4.63
The district's facilities are well-maintained	4.20	4.25	4.17	3.87
Our schools have sufficient space and facilities to support the instructional program	4.20	4.24	4.33	3.75
Repairs are made in a timely manner	3.59	3.78	3.67	2.25
The construction managers are selected objectively	3.98	3.97	4.20	4.00

VARIABLE	TOTAL	TEACHER	SCHOOL ADMINISTRATOR	DISTRICT ADMINISTRATOR
The district's facilities are kept clean	4.49	4.61	4.17	4.00
The district has an energy management program in place to minimize energy consumption	4.25	4.15	4.33	4.63
There are facility and/or equipment concerns throughout the schools	3.30	3.24	3.50	3.50
The district's facilities are secure from unwanted visitors	3.87	3.85	4.00	3.88
I know what to do during a crisis or an emergency	4.29	4.33	4.17	4.13
Safety hazards do not exist on school grounds	3.88	3.87	4.17	4.13
There is a process in place for community use of a facility space and it is applied equally to all users	4.57	4.61	4.33	4.50
The district has a process for involving administrators, teachers and support staff in planning new facilities	3.87	3.82	4.00	4.00

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. Items reverse scored so that higher values reflect greater perceptions of efficiency and effectiveness. Source: Tidwell and Associates, Inc. 2015.

### **Suggestions for Improvement**

Items in this section of the survey were rated on a four-point 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 this section of the survey results are described below.

Highlights include:

- There were several areas respondents across all categories indicated that the district was especially effective and efficient. These included: strategic planning (M=3.41); financial management (M=3.15); grant development (M=3.48); community relations (M=3.03); staff development (M=3.16); facilities planning (M=3.06); energy management (M=3.25) and transportation (M=3.18).
- School (M=3.67) and district administrators (M=3.71) indicated greater satisfaction with the district's purchasing in comparison with teachers (M=2.83).

**Exhibit 5-2** shows survey results related to facilities. Overall, the areas of strategic planning, facilities planning, and plant management are reported as especially effective. An interesting

aspect is the consistency of results in nearly all areas for teachers, school administrators, and district administrators. Typically we find wider scoring for teachers versus administration.

### EXHIBIT 5-2 SURVEY RESULTS RELATED TO FACILITIES

VARIABLE	TOTAL	TEACHER	SCHOOL ADMINISTRATOR	DISTRICT ADMINISTRATOR
Strategic Planning	3.41	3.30	3.67	3.83
Facilities Planning	3.06	3.05	3.00	3.14
Plant Management	3.08	3.11	3.00	3.00
Custodial	3.21	3.34	2.83	2.57
Energy Management	3.25	3.25	3.17	3.29

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. Source: Tidwell and Associates, Inc. 2015.

In Section 3 of the survey, respondents were asked to rate the overall operation of the school district on a 4-point scale. The average response was 2.80 overall, with 1.47 for teachers, 3.33 for school administrators and 2.63 for district administrators. These findings suggest that school and district administrators are more satisfied with the overall operation of the school district, whereas teachers felt it could be improved.

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

- 50 (66.7%) identified increasing the number of teachers
- 10 (13.3%) identified increasing the number of administrators
- 10 (13.3%) identified outsourcing some functions
- 4 (5.3%) identified reducing the number of administrators
- 4 (5.3%) identified rezoning schools
- 2 (2.67%) identified improving energy management operations
- None identified reducing the number of teachers or identified the number of facilities

In Section 4 of the survey, open ended questions were asked regarding the use of district resources. Some of the responses are as follows:

A few teachers felt that school staff was an area that was maximized. This included custodial staff, school resource officers, food service staff and transportation. For example, one teacher noted, “Transportation, custodial and food services are our top areas. This is solely due to the dedication of those workers.” Another commented that, “The district is maximizing the use of operational resources by adequately implementing a strategic plan with our custodial workers and school resource officer. The plan is designed to maintain a clean and safe environment for all stakeholders.”

### FISCAL IMPACT OF RECOMMENDATIONS

**Exhibit 5-3** provides a summary of the estimated costs and savings associated with the recommendations for facilities use and energy management. As shown, the five-year savings is estimated to be \$128,929. The facilities team believes there are more opportunities for the

district to save in the area of facilities and energy management that could not be quantified for this report. For example, our last recommendation, to audit two of the district's schools with higher electrical costs per square foot, will not only enable the director of maintenance to understand the consumption pattern, but also to determine what is causing the higher consumption. The exact savings cannot be determined until the audit and return on investment analysis are completed.

**EXHIBIT 5-3**  
**FISCAL IMPACT OF CHAPTER 5**  
**FACILITY USE and ENERGY MANAGEMENT COSTS and SAVINGS**  
 Note: Costs are shown as (\$), Savings are shown as \$.

<b>Recommendation</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>
Reduce the cost per square foot for cleaning supplies	\$8,333	\$8,333	\$8,333	\$8,333	\$8,333
Audit the St. Paul Elementary School and the Early Childhood Center	(\$100,000)	\$46,816	\$46,816	\$46,816	\$46,816
<b>Total Costs</b>	<b>(\$91,667)</b>	<b>\$0</b>	<b>\$</b>	<b>\$0</b>	<b>\$0</b>
<b>Total Savings</b>	<b>(\$0)</b>	<b>\$55,149</b>	<b>\$55,149</b>	<b>\$55,149</b>	<b>\$55,149</b>
<b>Net Costs/Savings</b>	<b>(\$91,667)</b>	<b>\$55,149</b>	<b>\$55,149</b>	<b>\$55,149</b>	<b>\$55,149</b>

Source: Prepared by the facilities team, April 2015.

**5.1 Introduction, Methodology, and Peer District Comparisons**

Based on similar criteria, peer districts for this study were selected and include Florence 4, Allendale, Barnwell 19, and Saluda 1. As part of this voluntary study, the Education Oversight Committee (EOC) and Tidwell and Associates, Inc. requested various data points for comparable purposes. This chapter will incorporate any peer data shared with our team. Barnwell 19 was the only peer district that provided data.

Comparison of CSD 1 total employment with its peer district Barnwell 19:

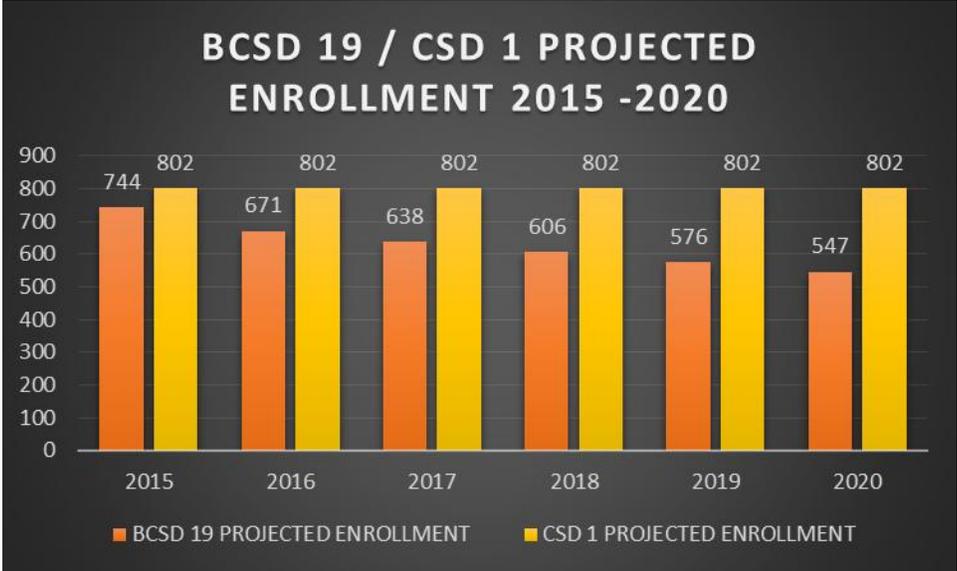
- CSD 1 currently employs 139 personnel.
- BCSD 19 currently employs 136 personnel and is the largest employer in Blackville.

Comparison of CSD 1 enrollment with its peer district Barnwell 19:

- CSD 1 has a current enrollment of 802 students with a projected flat enrollment through 2020.
- BCSD 19 has a current enrollment of 744 students with a projected reduction in enrollment through 2020 of five percent per year.

**Exhibit 5-4** presents CSD 1 and Barnwell 19 projected enrollment.

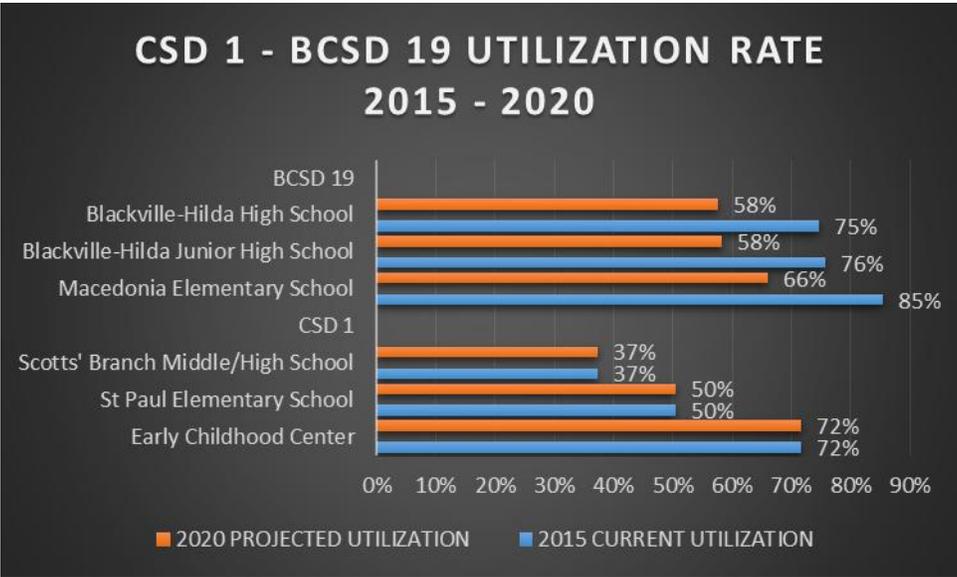
**EXHIBIT 5-4  
2015 – 2020 TOTAL PROJECTED ENROLLMENT**



Source: Prepared by the facilities team with data from CSD 1 and BCSD 19, March 2015.

**Exhibit 5-5** presents CSD 1 and Barnwell 19 current and projected utilization rates for the schools.

**EXHIBIT 5-5  
UTILIZATION RATE BY SCHOOL**



Source: Prepared by the facilities team with data from CSD 1 and BCSD 19, March 2015.

Exhibit 5-6 presents CSD 1 and Barnwell 19 electrical cost per square foot for the schools.

**EXHIBIT 5-6  
ELECTRICAL COST PER SQUARE FOOT**



Source: Prepared by the facilities team with data from CSD 1 and BCSD 19, March 2015.

**5.2 Organizational Structure, 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 CSD 1.

Exhibit 5-7 shows the positions and persons interviewed during the onsite review.

**EXHIBIT 5-7  
CSD 1 FACILITIES INTERVIEWEES**

TITLE	NAME
Superintendent	Dr. Rose Wilder
Director of Finance	Renee Jeffcoat
Maintenance Director	Gregory Holliday

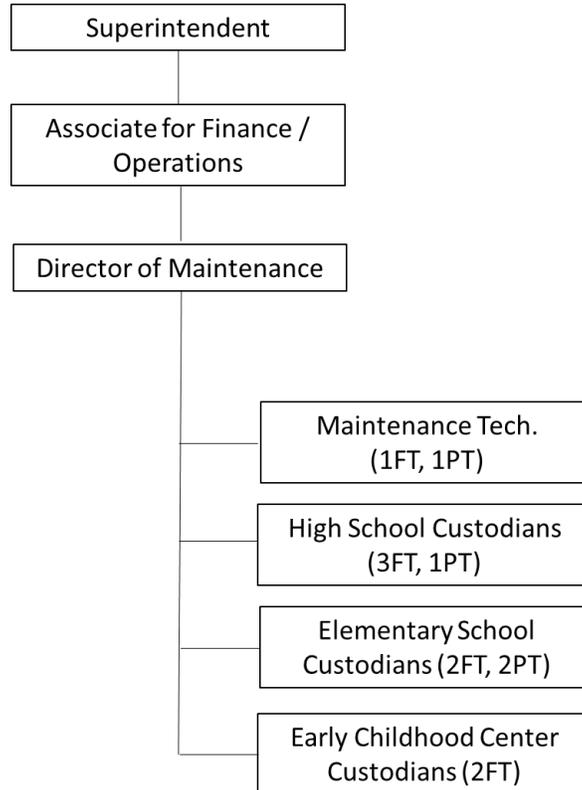
Source: Prepared by the facilities team with data from CSD 1, March 2015.

The district has a director of maintenance who maintains direct responsibility for the following:

- Planning, Capitol Construction Program
- Management of the district's real property and facilities
- Preventive Maintenance
- Routine Maintenance
- Custodial Services
- Energy Management
- 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
  - Complying with Office of State Superintendent regulations such as 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 Agency

**Exhibit 5-8** provides the organizational structure for the facility use and energy management function. The director of maintenance reports to the associate for finance/operations and has eight full-time and four part-time direct reports. The director of maintenance office is located in the resource center.

**EXHIBIT 5-8  
ORGANIZATION OF FACILITY USE AND  
ENERGY MANAGEMENT FUNCTIONS  
CLARENDON 1  
APRIL 2015**



Source: CSD 1 Organizational Chart Based On Information from CSD 1, March 2015.

### **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, CSD 1 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, a district 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. Refer to Section 109 Permits for additional guidance (this section describes all permits and approvals necessary in South Carolina and is found in the 2014 South Carolina School Facilities Planning and Construction Guide);
- 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 under 5.3: Planning; 5.4: Capital Construction; and 5.5: Maintenance.

**Exhibit 5-9** shows aerial and other photographs providing descriptions of district facilities and other functions/activities for which the district has some responsibility.

**EXHIBIT 5-9  
CSD 1 DISTRICT BUILDINGS**

CSD 1 Auditorium, District Office and Early Childhood Center



CSD 1 Resource Center



CSD 1 St. Paul Elementary



CSD 1 Scotts' Branch Middle/High School



Source: Prepared by the facilities team with data from CSD 1, March 2015

## FINDING

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

Proper planning of school facilities is critical for a school district no matter the size. 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, CSD 1's key stakeholders (parents, students, staff and the community) won't know or understand the needs of the district. With a master plan, everyone is working toward the same vision, trying to reach the same goals, and building commitment to the school district.

## TIER 1 RECOMMENDATION

### Recommendation 5-1:

#### **Develop a five-year master plan that includes facilities planning, capital construction planning, 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, CSD 1 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 schools, current and projected enrollments, and the deferred maintenance requirements, CSD 1 can determine current and future space requirements.

Accurate enrollment projections are a critical planning tool for CSD 1. In the short-term, CSD 1 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, 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 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**

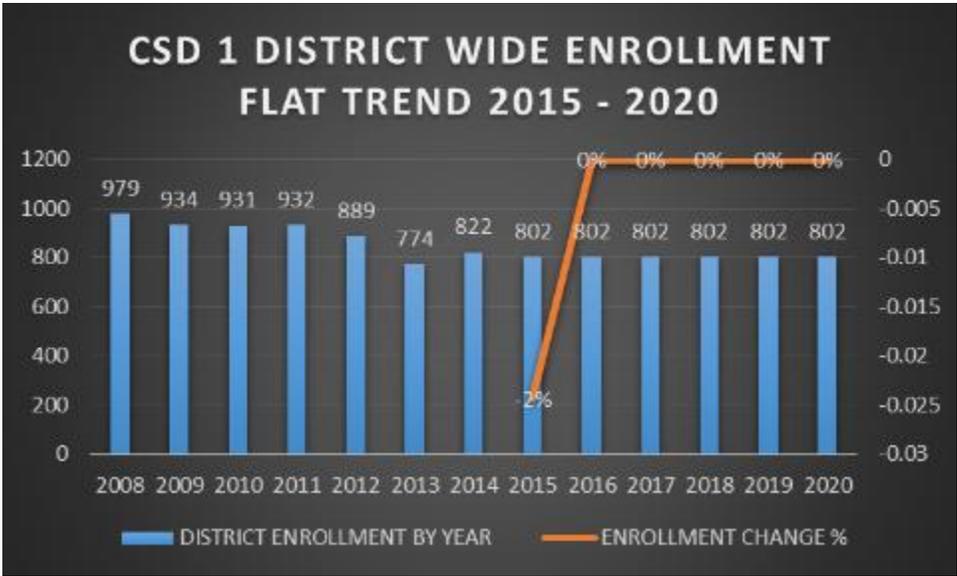
The district does not calculate projected enrollment and utilization rate by school or grade-levels, consequently long-term planning is difficult and can have serious errors.

Accurate enrollment and utilization rate 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.

The next four exhibits have been prepared by the efficiency study facilities team based on enrollment provided by the district.

**Exhibit 5-10** presents the historical and projected enrollment for CSD1 school district.

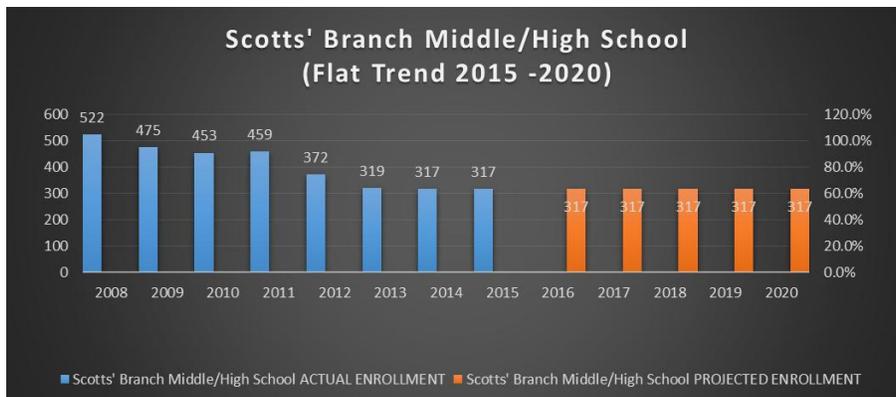
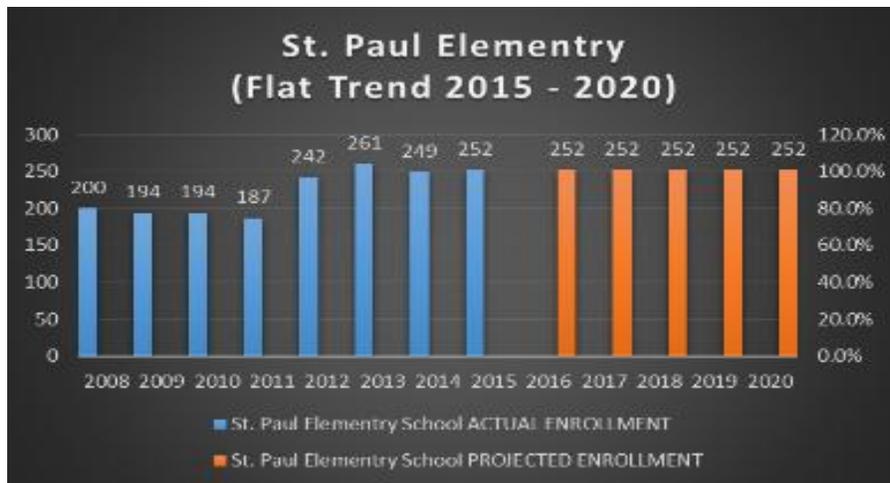
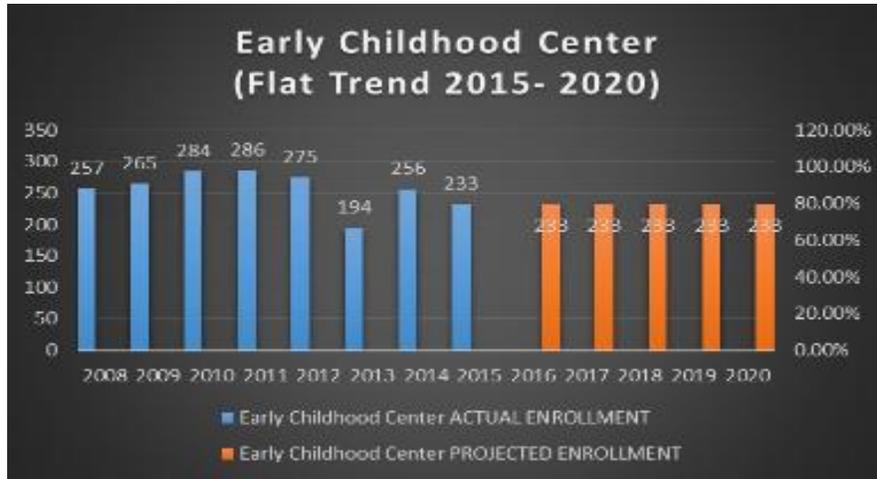
**EXHIBIT 5-10  
CSD 1 HISTORIC AND PROJECTED ENROLLMENT**



Source: Prepared by the facilities team with data from CSD 1, 2015.

Exhibit 5-11 presents the historic and projected enrollment for each CSD 1 school. The district projects a flat enrollment rate from 2015 through 2020.

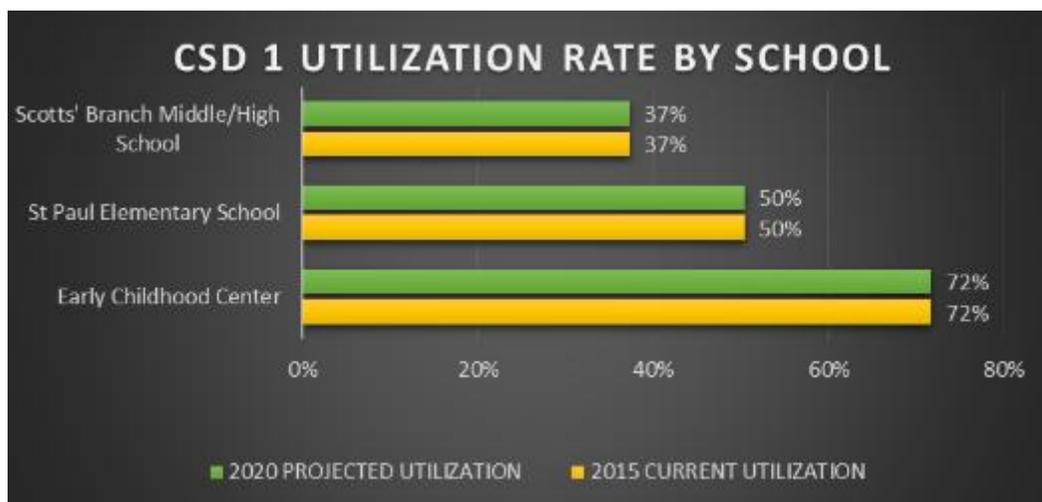
**EXHIBIT 5-11  
HISTORIC & PROJECTED ENROLLMENT BY SCHOOL**



Source: Prepared by the facilities team with data from CSD 1, March 2015.

Exhibit 5-12 presents the current and projected utilization rate for each school in the district. The district does not calculate a utilization rate for each school.

**EXHIBIT 5-12  
CURRENT AND PROJECTED UTILIZATION RATE BY SCHOOL  
2015 – 2020**



Source: Prepared by the facilities team with data from CSD 1, March 2015.

Exhibit 5-13 presents parameters for enrollment, utilization, and square footage for the district and each school. The current utilization rate is 48 percent and is projected over the next five years to be at 48 percent.

**EXHIBIT 5-13  
ENROLLMENT, UTILIZATION RATE AND SQUARE FOOTAGE BY SCHOOL  
2015 – 2020**

SCHOOL	TOTAL SQUARE FOOTAGE	CAPACITY	2015 CURRENT ENROLLMENT	2015 CURRENT UTILIZATION	2020 PROJECTED ENROLLMENT	2020 PROJECTED UTILIZATION	2015 SQ. FT. STUDENT AT CURRENT ENROLLMENT	2020 SQ. FT. STUDENT AT PROJECTED ENROLLMENT	2020 NATIONAL AVERAGE SQ. FT. STUDENT
<b>K5/PRIMARY/ELEMENTARY SCHOOLS</b>									
Early Childhood Center	24,100	325	233	72%	233	72%	103.43	103.43	70.1 to 111.5 SF for elementary schools
St Paul Elementary School	49,750	500	252	50%	252	50%	197.42	197.42	
<b>Sub Total</b>	<b>73,850</b>	<b>825</b>	<b>485</b>	<b>59%</b>	<b>485</b>	<b>59%</b>	<b>152.27</b>	<b>152.27</b>	
<b>MIDDLE/HIGH SCHOOL</b>									
Scotts' Branch Middle/High School	110,000	850	317	37%	317	37%	347.00	347.00	81.2 SF to 154.4 SF for middle schools & 101.9 SF to 160.7 SF for high schools
<b>Sub Total</b>	<b>110,000</b>	<b>850</b>	<b>317</b>	<b>37%</b>	<b>317</b>	<b>37%</b>	<b>347.00</b>	<b>347.00</b>	
<b>Total</b>	<b>183,850</b>	<b>1675</b>	<b>802</b>	<b>48%</b>	<b>802</b>	<b>48%</b>	<b>229.24</b>	<b>229.24</b>	

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 5 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 160.7 gsf for high schools buildings.

Source: Prepared by the facilities team with data from CSD 1, March 2015.

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.

CSD 1 has a current enrollment of 802 students with a current overall utilization rate of 59 percent. The current utilization rate for the Early Childhood Center is 72 percent, St. Paul Elementary School is 50 percent and Scotts' Branch Middle/High School is 37 percent.

CSD 1 is projecting a district-wide 2020 student enrollment of 802 with a projected utilization rate of 48 percent. The 2020 projected utilization rate for the Early Childhood Center is 72 percent, St. Paul Elementary School is 50 percent and Scotts' Branch Middle/High School is 37 percent.

## **TIER 1 RECOMMENDATION**

### **Recommendation 5-2:**

#### **Prepare current and projected enrollment, capacity, and utilization rates by school 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. Furthermore, the data should be adjusted annually based on the most current information available.

It is difficult for CSD 1 to confirm if 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 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 5 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 schools have 183,850 square feet, thus the current utilization rate and square foot per student are:

- 48 percent district-wide and 229.24 square foot per student.
- 72 percent and 103.43 square foot per student for the Early Childhood Center.
- 50 percent and 197.42 square foot per student for the St. Paul Elementary School.
- 37 percent and 347 square foot per student at the Scotts' Branch Middle/High School.

The district forecast for student enrollment in 2020 is flat, therefore the square foot per student and utilization rate will remain the same as 2015.

The national district-wide average and forecasted utilization rate of 48 percent is well below the best practice of 85 percent utilization rate. The district should monitor utilization rate annually to ensure that resources are not wasted.

### **IMPLEMENTATION PLAN**

1. The superintendent should direct appropriate staff to develop annual enrollment projections, capacity and utilization rates for each school.
2. The appropriate staff should develop annual enrollment projections, capacity and 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 can be developed at no additional cost to the district other than the time committed by district 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 evaluating 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 CSD 1 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**

CSD 1 has experienced declining enrollment and does not have projected growth potential.

Federal Mogul, a large local employer, in 2009 announced it was closing by mid-2010, and about 350 people lost their jobs. In a town with a population of about 1,100, losing 350 jobs is potentially devastating to the town and CSD 1. Federal Mogul was the fourth plant in the area to close in about a month. Federal Mogul's economic footprint dominated Summerton, and CSD 1 enrollment has been declining since 2010.

Federal Mogul was the fourth company to leave Clarendon County in 2010, stripping the county of 600 jobs as the recession deepened. Over the past decade, the I-95 corridor that stretches from Jasper County to Marlboro County has lost 42 percent of its manufacturing jobs, compared to 36 percent lost statewide. Since Federal Mogul opened in 1974, the corporation was one of Clarendon County's largest employers with up to 800 workers on the payroll at one time.

Spirit Pharmaceuticals announced in March 2013 that they would invest \$12.2 million to locate its newest facility in Clarendon County, South Carolina, with plans to create 296 new jobs. The company established its packaging and manufacturing facility at the former Federal Mogul building located at 9104 Alex Harvin Hwy in Summerton, South Carolina. The plant was expected to be operational in the first quarter of 2014.

The change in Clarendon County's population count from 2000 to 2010 was a 7.60 percent increase while from 2010 to 2014 there was a 2.4 percent decrease.

The change in Clarendon County's population from 2000 to 2010 for:

- 0 to 4 years old, the population increased by 80 which is a 4.06 percent change.
- 5 to 17 years old, the population lost 634 which is a -9.92 percent change.
- Data was not available for 2010 through 2015.

According to the United States Census Bureau, the change in Clarendon County's population from 2010 to 2013 for persons under 5 years was a 5.1 percent increase, and for persons under 18 years, a 20.7 percent increase

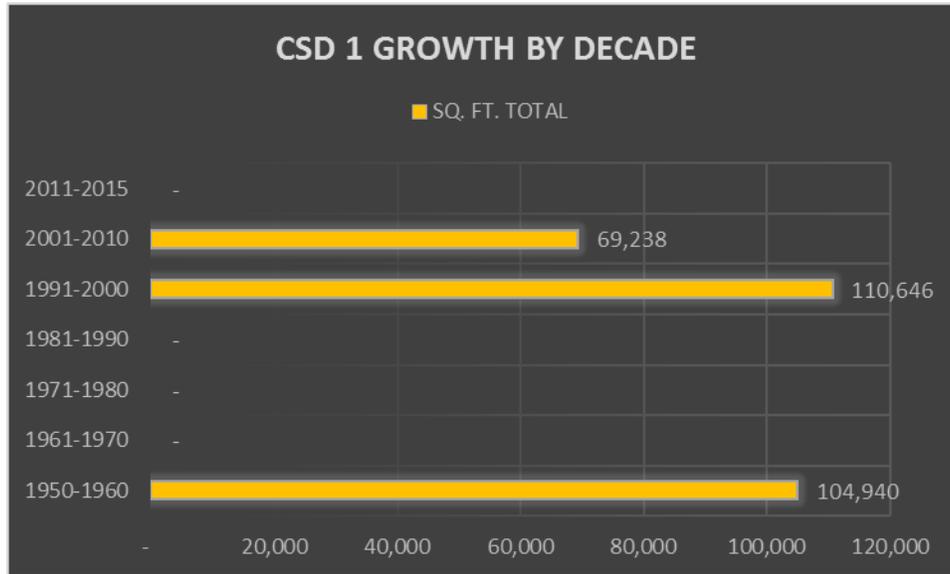
The private nonfarm employment, percent change, 2011-2012 was -2.6 percent.

The historical student enrollment for the district is:

- Early Childhood Center 2008 enrollment was 257 as compared to 2015 enrollment of 233
- St. Paul Elementary 2008 enrollment was 200 as compared to 2015 enrollment of 252
- Scotts' Branch Middle/High School 2008 enrollment was 522 as compared to 2015 enrollment of 317.

**Exhibit 5-14** shows the square footage growth by decade. As shown, the most substantial increase in square footage has occurred for the period 2001 – 2010 with no new construction for the period 2010-15.

**EXHIBIT 5-14  
CSD 1 SQUARE FOOTAGE GROWTH BY DECADE**



Source: School Survey for Barnwell Funds, chart prepared by the facilities team, 2009.

**TIER 1 RECOMMENDATION**

**Recommendation 5-3:**

**Analyze on an annual basis the projected enrollment and the effect this will have on capital construction and facilities' use and update the capital construction plan if necessary.**

The district projects that the student population will be flat through 2020 and remain at 802.

Utilization rates and deferred 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 5 years that is realistic in light of the flat projected enrollment, existing facilities maintenance requirements, and available funds.

**IMPLEMENTATION PLAN**

- |  |
|--|
| 1. The superintendent should establish a process that engages all relevant personnel, e.g. principals, faculty, maintenance personnel, and other areas of expertise to analyze the capital construction needs and determine the best course of future action based on a flat student enrollment projection through 2020. |
| 2. The superintendent should direct appropriate personnel to coordinate the process and develop a capital construction plan that takes into consideration the flat enrollment for the next five years.   |
| 3. The superintendent should review the capital construction plan and present it to the board if applicable.   |
| 4. The board should take action to approve and fund the capital construction plan if applicable.   |

## **FISCAL IMPACT**

The capital construction plan can be updated at no additional cost to the district other than the time committed by district personnel.

### **5.5 Maintenance**

A facilities maintenance plan is an integral component of the five-year master plan. A facilities maintenance plan allows all policymakers to understand the priorities so that necessary funds will be available to achieve the plan goals. Facilities maintenance planning must be an element of the overall organizational planning phase 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 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.

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.

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
- Being patient while awaiting cost savings or other results
- Evaluating the plan systematically
- Refining efforts based on evaluation findings
- Reviewing and revising the plan periodically (e.g., every three years)

The director of maintenance at CSD 1 has many responsibilities 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 such as 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 director of maintenance is also responsible for the daily maintenance of:

- Early Childhood Center
- St. Paul Elementary School
- Scotts' Branch Middle/High School
- District office
- Resource center buildings a, b and c
- Scotts' Branch middle/high school maintenance shop
- Baseball and softball fields
- Field house
- Ticket booth/concession/rest room
- Home grandstand/press box and stadium
- Grounds and landscaping

Maintenance includes all aspects of the physical operations of the district buildings and grounds including daily, weekly, monthly and yearly inspections, preventive maintenance, and state and federal code compliance and regulations. The director of maintenance also manages additions, renovations alterations and custodians throughout the district.

## **FINDING**

The district's facilities are well-maintained and exhibit a high level of cleanliness.

The survey results illustrated in **Exhibit 5-15** below support the finding, as do the images that follow in **Exhibit 5-16**. In addition, multiple comments received at the community meeting provided further confirmation. These included how well the schools and grounds were maintained, the responsiveness of the director of maintenance and the responsiveness of the custodial staff. The walk-through of all the school buildings by the facilities team further confirmed these observations.

**EXHIBIT 5-15  
FACILITY USE AND ENERGY MANAGEMENT SURVEY RESULTS**

VARIABLE	TOTAL	TEACHER	SCHOOL ADMINISTRATOR	DISTRICT ADMINISTRATOR
The district's facilities are well-maintained	4.20	4.25	4.17	3.87
Repairs are made in a timely manner	3.59	3.78	3.67	2.25
The district's facilities are kept clean	4.49	4.61	4.17	4.00

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. Items reverse scored so that higher values reflect greater perceptions of efficiency and effectiveness.  
Source: Tidwell and Associates, Inc., 2015

**Exhibit 5-16** shows the findings and images from a walk-through assessment of facilities. As shown in the photos the schools are very well maintained and clean.

**EXHIBIT 5-16  
CSD 1 FACILITIES TEAM SCHOOL WALK-THROUGH ASSESSMENT**

CSD 1 Resource Center



Entrance to Resource Center



Entrance and Cafeteria – This facility is used by the community, maintained by the district, and cleaned by subcontractors.



Media and Technology Center



Scotts' Branch Middle/High School



Entrance area with shine on floor. Security random screening equipment located at an alternate entrance. Note cleanliness of walls, floors, and ceiling tile including energy efficient lighting and well lighted spaces.



Student art work on walls – note the shine on the floor, walls and doors void of marks, adequate lighting, well organized classroom and spotless ceiling tile and vents.



Restroom facilities were clean and fixtures were functional.



Classrooms were clean with adequate lighting.



Gym lighting is high intensity discharge (HID) and needs to be retrofitted with light emitting diode (LED) lighting fixtures.



Scotts' Branch High/Middle School lab room and cafeteria.



St. Paul Elementary School



Security at entrance to school and day lighting throughout the school.



The use of high efficiency T5 lighting throughout the school



Day lighting and daylight harvesting using sensors in the media center and cafeteria.



Cafeteria with day lighting and T5 lighting



Gym with energy efficient fluorescent lighting



Clean and functional rest room fixtures



Early Childhood Center



Security at main entrance and multipurpose room



Cafeteria and drinking fountains were clean



Restroom fixture being updated, others were clean and functional



Source: Prepared by the facilities team with data from CSD 1, March 2015.

#### **COMMENDATION 5-A:**

**CSD 1 facilities are well-maintained and exhibit a high level of cleanliness.**

#### **FINDING**

CSD 1 utilized existing bond funds and eight percent money to fund a well-planned maintenance improvement program.

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. 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).

Based on interviews with key district staff, planning documents from the maintenance department and comments and observations at the community meeting, it is clear that the

district understands the value of maintaining its schools and facilities in good repair to keep operating costs down and the educational environment in excellent condition.

The district does not have a new construction program due to the flat student enrollment projected through 2020, and the low utilization rate in the existing schools. The district understands that investing in and properly maintaining the existing schools and facilities maximizes the value both for education and to the community. It also recognizes that until additional economic development occurs in or near the district, the existing building stock is the lifeblood of the school district.

**COMMENDATION 5-B:**

**CSD 1 understands the value of maintaining its facilities and creating the necessary funding.**

**FINDING**

The maintenance director is aware that the high school, resource center, and administration building are in need of equipment and facility upgrades and has a funded maintenance program to address the needs.

The maintenance director has a current facility maintenance program which is focused on meeting the most pressing needs of the district’s facilities. **Exhibit 5-17** illustrates the types of equipment replacement and repairs that are scheduled for the district.

In support of the facility maintenance program, there were numerous observations at the community meeting from high school faculty of the mounting problems with the aging HVAC system at the high school and **Exhibit 5-17** below also supports the current facility maintenance program.

**EXHIBIT 5-17  
FACILITY USE AND ENERGY MANAGEMENT SURVEY RESULTS**

VARIABLE	TOTAL	TEACHER	SCHOOL ADMINISTRATOR	DISTRICT ADMINISTRATOR
There are facility and/or equipment concerns throughout the schools	3.30	3.24	3.50	3.50

Source: Tidwell & Associates, Inc., 2015.

**Exhibit 5-18** shows the CSD 1 facility maintenance program for 2014-17.

**EXHIBIT 5-18  
CSD 1 FACILITY MAINTENANCE PROGRAM  
2014–17**

<b>TOTALS</b>	<b>FACILITIES MAINTENANCE PROGRAM 2014 - 2017</b>	<b>ESTIMATED COST</b>
<b>High School Phase One 2014 - 2015</b>		
	HVAC	\$ 1,500,000
	Fire Alarm System Upgrade	\$ 90,000
	Access Control	\$ 10,000
	PA System Upgrade	\$ 30,000
	Replace store front windows & exterior doors	\$ 250,000
	Repair Roof	\$ 1,000,000
<b>Sub Total</b>		<b>\$ 2,880,000</b>
<b>High School Phase Two - Fiscal Year 2015-2016</b>		
	Windows and Doors	\$ 623,208
	Additional Roof Repairs	\$ 525,036
	Replace Gym Floor and Repair Bleachers	\$ 250,000
	Rekey Locks	\$ 20,000
	Additional Cameras	\$ 50,000
<b>Sub Total</b>		<b>\$ 1,468,244</b>
<b>Resource Center Phase Three Fiscal Year 2016-2017</b>		
	Replace HVAC in Media Center	\$ 10,000
	Replace HVAC in Cafeteria	\$ 10,000
<b>Sub Total</b>		<b>\$ 20,000</b>
<b>Administration Building Phase Three Fiscal Year 2016-2017</b>		
	Replace Roof	\$ 100,000
	Replace Windows	\$ 150,000
<b>Sub Total</b>		<b>\$ 250,000</b>
<b>Total</b>		<b>\$ 4,618,244</b>

Source: Prepared by the facilities team with data from CSD 1, March 2015.

**COMMENDATION 5-C:**

**The district has a facility maintenance program that recognizes, anticipates and plans for facility improvement needs.**

**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.

**FINDING**

CSD 1 is operating at the National Center for Education Statistics, US Department of Education best practice standard for the custodian staffing levels.

**Exhibit 5-19** compares the current CSD 1 staffing levels with this best practice standard. As the exhibit shows, CSD 1 is staffed correctly.

**EXHIBIT 5-19  
CUSTODIAL STAFFING ANALYSIS FOR 2015**

SCHOOL	TOTAL SQUARE FOOTAGE	NUMBER OF FT CUSTODIANS @8hrs/day	FT Hours/Day	NUMBER OF PT CUSTODIANS @4hrs/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
<b>SCHOOLS</b>										
Early Childhood Center	24,100	2	16	0	0	16	2.0	12,050	1.2	0.8
Scotts' Branch Middle/High School	110,000	3	24	1	4	28	3.5	31,429	5.5	-2.0
Administration Office	15,805	0	0	1	4	4	0.5	15,802	0.0	0.0
Resource Center BLDG A (Contract Cleaning)		0	0	0	0	0	0.0	#DIV/0!	0.0	0.0
Resource Center BLDG B (Contract Cleaning)		0	0	0	0	0	0.0	#DIV/0!	0.0	0.0
Resource Center BLDG C Gym (Contract Cleaning)		0	0	0	0	0	0.0	#DIV/0!	0.0	0.0
St Paul Elementary School	49,750	3	24	0	0	24	3.0	16,583	2.5	0.5
<b>Total</b>	<b>199,655</b>	<b>8</b>	<b>64</b>	<b>2</b>	<b>8</b>	<b>72</b>	<b>9.0</b>	<b>22,184</b>	<b>9</b>	<b>-0.7</b>

Source: CSD 1 maintenance department, chart prepared by the facilities assessment team, March 2015.

**COMMENDATION D:**

**The district operates at best practice standards for custodian staffing.**

**FINDING**

CSD 1's cleaning supplies costs are higher than the National Center for Education Statistics' averages.

CSD 1's cleaning supplies cost is \$.21 per square foot when compared with the National Center for Education Statistics' average cost per square foot recommendation of \$0.17 per square foot.

**Exhibit 5-20** presents an analysis of cleaning supply cost per square foot for CSD 1.

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 5-20  
CSD 1 CUSTODIAL CLEANING SUPPLIES COST COMPARISON  
2015**

CSD 1 SQUARE FOOTAGE	CSD 1 ANNUAL CLEANING SUPPLY COSTS	CSD 1 ANNUAL CLEANING SUPPLY COSTS/ SQ. FT.	National Center for Education Statistics National Average Cleaning Cost/Sq. Ft.	CSD 1 ANNUAL CLEANING SUPPLY COSTS @National Center for Education Statistics National Average Cleaning Cost
Total Sq. Ft.	Total Cost	Cost Sq. Ft.	National Average Cost Sq. Ft.	National Average Cleaning Supply Cost
199,655	\$ 42,275	\$ 0.21174	\$ 0.17	\$ 33,941

Note: Total cost does not include square footage and contract cleaning for the Resource Center

Source: Prepared by the facilities team, March 2015.

**Exhibit 5-21** presents an analysis of cleaning supply cost per square foot per school. The National Center for Education Statistics' average cost per square foot is estimated at \$0.17 per square foot.

**EXHIBIT 5-21  
CSD 1 CUSTODIAL CLEANING SUPPLIES COSTS BY SCHOOL  
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 \$0.21			
<b>ELEMENTARY SCHOOLS</b>					
Early Childhood Center	24,100	\$ 5,103	\$ 0.21	\$ 4,097	\$ 1,005.93
Scotts' Branch Middle/High School	110,000	\$ 23,291	\$ 0.21	\$ 18,700	\$ 4,591.40
Administration Office	15,805	\$ 3,347	\$ 0.21	\$ 2,687	\$ 659.70
Resource Center BLDG A (Contract Cleaning)		\$ -	#DIV/0!	\$ -	\$ -
Resource Center BLDG B (Contract Cleaning)		\$ -	#DIV/0!	\$ -	\$ -
Resource Center BLDG C Gym (Contract Cleaning)		\$ -	#DIV/0!	\$ -	\$ -
St Paul Elementary School	49,750	\$ 10,534	\$ 0.21	\$ 8,458	\$ 2,076.57
<b>Total</b>	<b>199,655</b>	<b>\$ 42,274.95</b>	<b>\$ 0.21174</b>	<b>\$ 33,941.35</b>	<b>\$ 8,333.60</b>

Note: 1. The actual cleaning supply cost per school is not tracked by CSD 1. The facilities team used CSD 1's annual cleaning cost of \$.21/SF to calculate what the cleaning cost/SF for each school should be.

Note: 2. The SF for the resource center and the cost for contract cleaning are not included because CSD 1 does not separately purchase supplies to clean the resource center.

Source: Prepared by the facilities team, March 2015

**TIER 1 RECOMMENDATION**

**Recommendation 5-4:**

**Audit and track the cleaning supplies for each school and the administration office to reduce the cost for cleaning supplies.**

Implementation of this recommendation could result in savings in custodial supply costs, providing funds to meet other needs.

CSD 1 has access to SchoolDude and should consider tracking supply costs using SchoolDude InventoryDirect which is an inventory management solution that tracks all inventory transactions to streamline the process of requesting, ordering, tracking and allocating supplies to upcoming work requests.

## IMPLEMENTATION PLAN

1. The superintendent should direct the director of maintenance to audit the cost per square foot to clean the schools and administration office.
2. The director of maintenance should audit the cost per square foot to clean the schools and administration office and determine if there is an opportunity to reduce the cost per square foot for cleaning supplies and develop a procedure to control the cost at \$.17 per square foot.
3. The director of maintenance should report back to the superintendent with the findings of the audit.
4. The superintendent should direct the director of maintenance to institute the new cleaning cost control procedure.

## FISCAL IMPACT

The audit can be conducted at no additional cost to the district other than the time committed by district personnel. The district could reduce costs by an estimated \$8,333 per year. The five-year savings could be \$41,665.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Reduce the cost per square foot for cleaning supplies	\$8,333	\$8,333	\$8,333	\$8,333	\$8,333
Total Costs	(\$0)	(\$0)	(\$0)	(\$0)	(\$0)
<b>TOTAL SAVINGS</b>	<b>\$8,333</b>	<b>\$8,333</b>	<b>\$8,333</b>	<b>\$8,333</b>	<b>\$8,333</b>

### 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.

Energy management at CSD 1 is overseen by the director of maintenance who reports to the superintendent. The director of maintenance for CSD 1 was a nominee for the 2012 Association of South Carolina Energy Managers Energy Manager of the Year award. The director has been with the district for eight years.

CSD 1 has a total of eight buildings and a number of athletic fields and associated structures which include:

- Early Childhood Center
- St. Paul Elementary School
- Scotts' Branch Middle/High School
- District office
- Resource Center Buildings A, B and C
- Scotts' Branch middle/high school maintenance shop
- Baseball and softball fields
- Field house
- Ticket booth/concession/rest room
- Home grandstand/press box and stadium
- Grounds and landscaping

The district received a federal stimulus grant through the U.S. Department of Education in 2010 for an energy-efficiency program. The district used the funds for changing out lamps and ballasts at Scotts' Branch High School, and attaching the existing energy management systems to an ethernet computer system, allowing for better access and control.

The updated technology enables the district to monitor the HVAC system in every classroom through any computer with Internet access. Before the updated technology, the district would have to monitor each classroom through a computer at the high school office.

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 CSD 1 to manage energy consumption and comfort 24/7.

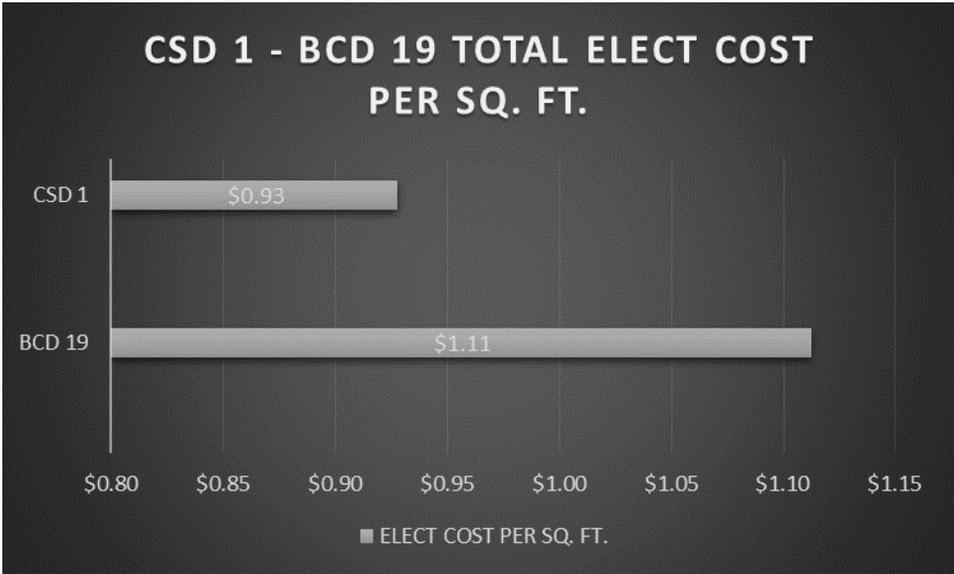
The facilities district maintenance team consists of nine employees. Of the nine employees there are no HVAC mechanics and no electricians. The maintenance director is responsible for assuring that the HVAC equipment is in good operating condition and implementing energy conservation measures (ECM's), including those affecting water consumption.

## **FINDING**

CSD 1 appears to operate in a more energy-efficiency manner than its comparable peer district.

**Exhibits 5-22 and 5-23** present a comparison of electrical costs and total energy costs with a comparable peer school district.

**EXHIBIT 5-22  
PEER COMPARISON ELECTRICAL COST PER SQUARE FOOT**



Source: Prepared by the facilities team with data from CSD 1 and BCSD 19, March 2015

**Exhibit 5-23** presents CSD 1 and BCD 19’s district’s total energy usage and cost per square foot by facility. CSD 1 electrical cost per square foot is \$.93 compared to Barnwell 19 at \$1.11, representing a substantial savings.

**EXHIBIT 5-23**  
**CSD 1 – BCD 19 DISTRICT TOTAL ELECTRICAL USAGE AND COST PER SQUIRE FOOT**

District	SCHOOL	SPACE USAGE	SQUARE FOOTAGE*	ELECT COST	ELECT COST PER SQ. FT.
<b>ELEMENTARY SCHOOLS</b>					
Barnwell	Barnwell Macedonia Elementary School	Elementary	62,141	\$ 87,406	\$ 1.41
<b>JR. HIGH/MIDDLE SCHOOLS</b>					
Barnwell	BLACKVILLE-Hilda Junior High School	Middle	47,101	\$ 29,186	\$ 0.62
Barnwell	BLACKVILLE MIDDLE	Lighting	-	\$ 2,112	
<b>Sub Total</b>			<b>47,101</b>	<b>\$ 31,298</b>	<b>\$ 0.66</b>
<b>HIGH SCHOOLS</b>					
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
<b>Sub Total</b>			<b>102,741</b>	<b>\$ 101,463</b>	<b>\$ 0.99</b>
<b>OTHER</b>					
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
<b>Sub Total</b>			<b>11,908</b>	<b>\$ 28,879</b>	<b>\$ 2.43</b>
<b>Total</b>	<b>BCD 19</b>		<b>223,891</b>	<b>\$ 249,045</b>	<b>\$ 1.11</b>
<b>CSD 1</b>					
District	SCHOOL		SQUARE FOOTAGE*	ELECT COST	ELECT COST PER SQ. FT.
CLARENDON 1	Clarendon Old St. Paul Elementary		28,675	\$ 11,879	\$ 0.41
CLARENDON 1	Early Childhood Center		24,010	\$ 42,742	\$ 1.78
CLARENDON 1	St. Paul Elementary		49,750	\$ 70,742	\$ 1.42
CLARENDON 1	Scotts' Branch Middle/ HighSchool		110,000	\$ 99,423	\$ 0.90
CLARENDON 1	CSD1 Resource Center Gym		8,200	\$ 10,615	\$ 1.29
CLARENDON 1	CSD1 Resource Center		16,560	\$ 6,296	\$ 0.38
CLARENDON 1	CSD1 Resource Center Main Building		46,685	\$ 18,753	\$ 0.40
CLARENDON 1	Clarendon Administration Office		15,805	\$ 21,194	\$ 1.34
CLARENDON 1	Clarendon Old District Office		5,202	\$ 1,124	\$ 0.22
<b>Total</b>	<b>CSD 1</b>		<b>304,887</b>	<b>\$ 282,767</b>	<b>\$ 0.93</b>

Source: Prepared by the facilities team with data from CSD 1 and BCSD 19, March 2015.

**COMMENDATION 5-E:**

**CSD 1 is commended for operating in a more energy efficient manner than a comparable district.**

## **FINDING**

In 2014 CSD 1 received a Milestone Recognition Award from the South Carolina Energy Office (SCEO) as tangible recognition for those agencies, school districts and public colleges and universities that appear to have met their mandated 20 percent energy use reduction since the year 2000.

The SC Government Energy Conservation and Efficiency Act requires public entities to work toward meeting specific goals in reducing their energy intensity (defined as total site energy consumption per gross square foot). The SCEO has collected data on energy consumption, energy spending, and building square footage from public entities on an annual basis for the past 20 years. These data can be used as a basis for estimating the progress made by public entities toward meeting their energy goals.

The district received a federal stimulus grant through the U.S. Department of Education in 2010 for an energy-efficiency program. The district used the funds for changing out lamps and ballasts at Scotts' Branch High School, and attaching the existing energy management system to an Ethernet computer system, allowing for better access and control.

The updated technology enabled the district to monitor the HVAC system in every classroom through any computer with Internet access as compared before they would have to monitor each classroom through a computer at the high school office. The ability to monitor and trend temperature and HVAC equipment operation combined with changing out lamps and ballasts helped CSD 1 reduce their energy consumption by 20 percent.

CSD 1 has a 2014–17 \$4.6M maintenance improvement program that will further reduce energy consumption while improving and maintaining a comfortable and safe educational environment for the students and teachers.

## **COMMENDATION 5-F:**

**CSD 1 has met the mandated 20 percent energy use reduction goal since 2000 and received a Milestone Recognition Award from the South Carolina Energy Office.**

## **FINDING**

St. Paul Elementary and the Early Childhood Center have considerably higher electrical costs per square foot than the Scotts' Branch Middle/High School.

Scotts' Branch Middle/High School has an electrical cost per square foot of \$.90., St. Paul Elementary has an electrical cost per square foot of \$1.42 and the Early Childhood Center has an electrical cost of \$1.78 per square foot

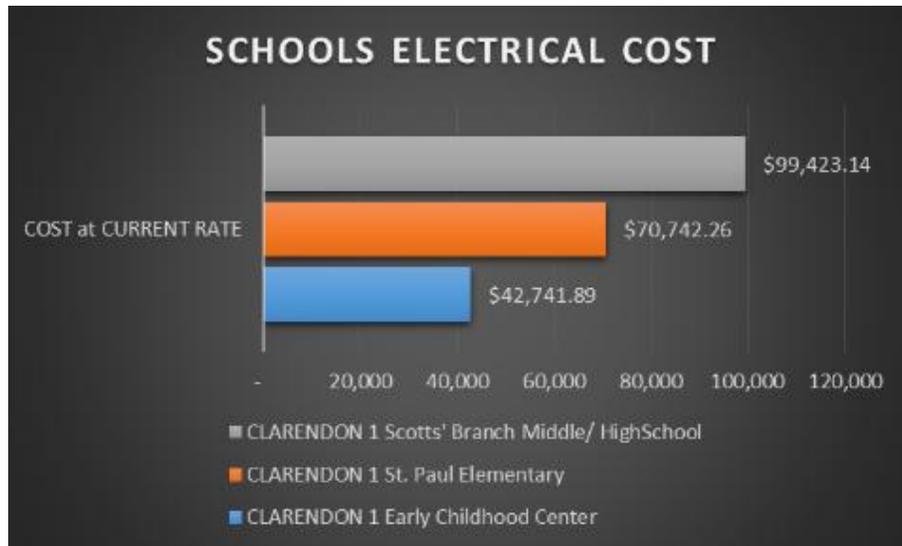
The St. Paul Elementary school which opened in 2010 employs daylighting design throughout the school making efficient use of ambient light. The school also has T5 energy efficient lighting throughout, including the gym which has energy efficient florescent lighting to further reduce electrical consumption.

**FINDING**

**Exhibit 5-24** and **5-25** presents CSD 1 schools total electrical cost and cost by square foot. St. Paul Elementary and the Early Childhood Center have considerably higher costs per square foot than the Scotts' Branch Middle/High School and should be audited to determine the cause and opportunity to reduce consumption.

**Exhibit 5-24** presents the electrical costs by school.

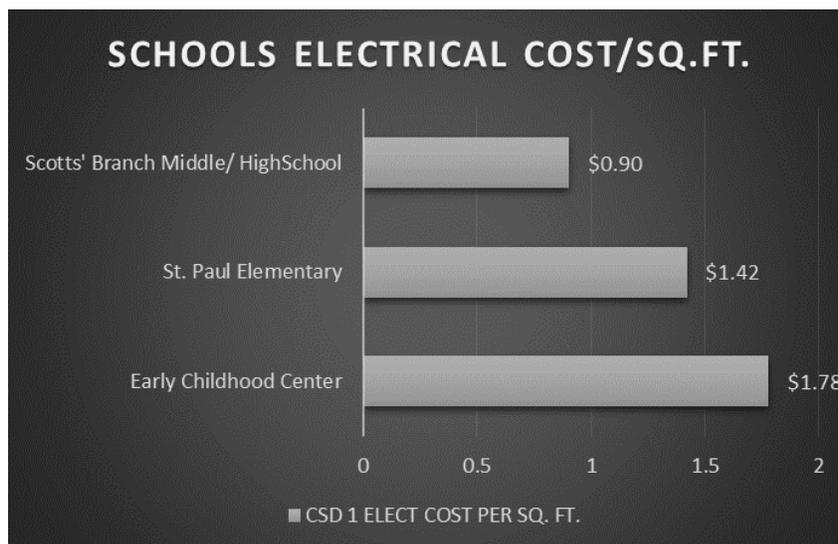
**EXHIBIT 5-24  
CSD 1 ELECTRICAL COST BY SCHOOL**



Source: Prepared by the facilities team with data from CSD 1, March 2015.

**Exhibit 5-25** presents the electrical costs per square foot by school.

**EXHIBIT 5-25  
CSD 1 ELECTRICAL COST BY SQ.FT. BY SCHOOL**



Source: Prepared by the facilities team with data from CSD 1, March 2015.

## TIER 2 RECOMMENDATION

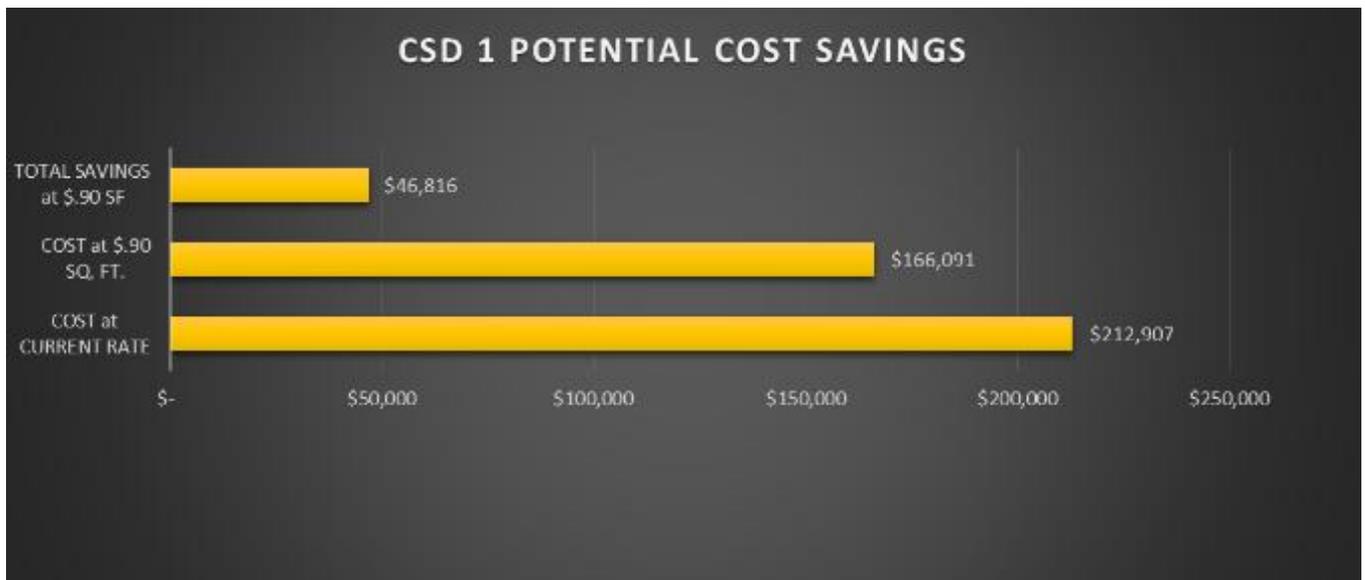
### Recommendation 5-5:

#### **Audit the St. Paul Elementary School and the Early Childhood Center electrical usage.**

Implementation of this recommendation should result in comparing the audit results with the Scotts' Branch Middle/High School to determine why the Scotts' Branch Middle/High School is less costly to operate and apply the findings, if applicable, to St Paul Elementary and the Early Childhood Center.

**Exhibit 5-26** presents the potential savings if the Scotts' Branch Middle/High School audit produces energy conservation measures that can be applied to the St. Paul Elementary School and the Early Childhood Center.

#### **EXHIBIT 5-26 CSD 1 POTENTIAL SAVINGS**



Source: Prepared by the facilities team with data from CSD 1, March 2015.

### IMPLEMENTATION PLAN

1. The superintendent should direct the director of maintenance to audit the St. Paul Elementary School and the Early Childhood Center and compare them with the Scotts' Branch Middle/High School to determine why the Scotts' Branch Middle/High School is less costly to operate and apply the findings if applicable to St Paul Elementary and the Early Childhood Center.
2. The director of maintenance should conduct the audit and report the findings to the superintendent.
3. The superintendent should seek Board approval if the audit has a favorable ROI and instruct the director of maintenance to implement the energy conservation measures.

## FISCAL IMPACT

The following fiscal impact is only an estimate of what may be possible if the cost to implement the energy conservation measures are \$100,000. After an initial estimated cost of \$100,000, the projected savings by Year 5 is \$87,264.

<b>Recommendation</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>
Audit the St. Paul Elementary School and the Early Childhood Center Childhood Center	(\$100,000)	\$46,816	\$46,816	\$46,816	\$46,816
<b>TOTAL COSTS/SAVINGS</b>	<b>(\$100,000)</b>	<b>\$46,816</b>	<b>\$46,816</b>	<b>\$46,816</b>	<b>\$46,816</b>

\*The cost savings cannot take into account the cost of the energy conservation measure necessary to realize the cost savings until the recommended audit is completed and the cost is understood.

## 6.0 TRANSPORTATION

This chapter presents the major findings, commendations, and recommendations for the Clarendon County School District 1 (CSD 1) transportation function in six major sections:

- 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

The CSD 1 transportation office provides excellent 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 CSD 1 transportation operation is confronted with the problems of many similar small school districts in South Carolina and across the country. In most cases, districts with fewer than 20 buses are too small to support full-time staff to provide training, safety instruction, and routing, which leaves all duties to be covered by the transportation director. Small districts also have difficulty offering competitive driver salaries, benefits, and full-time positions. Tidwell and Associates, Inc. found a few operations that could be improved by CSD 1 and others that can be assisted by SCDOE. Recommendations outlined in this chapter will increase efficiency, save costs, and improve district funding and resources, safety, personnel retention, and operational integrity.

Notable commendations of the transportation office include:

- The district has a full-time professional transportation director. (Page 6-9)
- The district provides safe and effective transportation services with an appropriate level of hazardous transportation service within the walk zones. (Page 6-13)
- The district employs staff who perform multiple job functions. (page 6-19)
- The district should continue to use the after-hour services of an SCDOE mechanic to staff the district's preventive maintenance program for all maintenance, repair and inspection services. (Page 6-25)
- The district is doing a very good job of controlling the cost of bus maintenance, repair, and inspection. (Page 6-25)

Tidwell & Associates, Inc. found that the transportation office needs to improve in the following areas:

- Employee recognition;
- Written policies and plans;
- Routing and scheduling;
- Training;
- Bus driver recruitment and retention;
- Driver administrative time compensation;
- Restructure work assignments to eliminate overtime;
- Dispose of an excess vehicle;
- Purchase fuel via state contracts;

- Correct a campus intersection; and,
- Encouraging the state to provide a newer bus fleet.

To assist the district 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 transportation recommendations include:

- Develop and implement a school bus drivers and aides recognition program, provide expanded training, and improve transportation facilities. Tier 1 (Page 6-10)
- Develop and adopt a written hazardous transportation service policy and associated procedures. Tier 1 (Page 6-13)
- Adjust school bus routes and schedules to eliminate excessive student ride-times. Tier 1 (Page 6-15)
- Establish a driver and aide compensation and worktime plan. Tier 1 (Page 6-16)
- Adequately compensate drivers for required administrative duties. Tier 1 (Page 6-18)
- Structure employee work assignments to minimize overtime hours on regularly scheduled routes. Tier 1 (Page 6-20)
- Dispose of the 1995 Thomas Type D activity bus. Tier 3 (Page 6-22)
- Purchase all fuel via the state contract or SCDOE. Tier 1 (Page 6-23)
- Establish a more frequent preventive maintenance program. Tier 1 (Page 6-25)
- Redesign and construct the roadway intersection to accommodate the turning radius of the largest school bus. Tier 1 (Page 6-27)
- Document and file a request with the SCDOE for the replacement of the four school buses older than 20 years and the three spare buses. Tier 1 (Page 6-31)

### **Survey Results Related to Transportation**

Tidwell & Associates, Inc. conducted a survey of CSD 1 administrators, principals, and teachers as part of this efficiency review. The review received a response rate greater than 70 percent in all categories with an overall rate of 93 percent. **Exhibit 6-1** provides the survey results for all transportation questions asked. In general, the responses were very positive for the school transportation program.

The following is a summary of the results that will be further investigated.

- Overall, respondents felt that the drop off zones at the schools are safe (M=4.56); that the district has a user-friendly process to request buses for special events (M=4.34); and that adding or modifying a route for a student is easy to accomplish (M=4.34).
- Respondents also agree that bus drivers are well trained (M=4.49).

- Overall, respondents are somewhat concerned that student ride times on school buses may be too long (M=2.93). The teacher responses expressed the most concern (M=2.86).
- Discipline on Buses - Respondents, overall, felt that discipline on buses may be a problem (M=3.12). School administrators (M=2.20) felt most strongly that discipline may be a problem. This is a possible area for improvement.

**EXHIBIT 6-1  
TRANSPORTATION SURVEY RESULTS  
CSD 1**

<b>VARIABLE</b>	<b>TOTAL</b>	<b>TEACHER</b>	<b>ADMINISTRATOR</b>
Buses arrive and depart on time each day	4.16	4.19	3.80
There are enough working buses to meet the needs of the district	3.83	3.80	4.00
Student ride times on school buses are too long <sup>a</sup>	2.93	2.86	3.00
The drop off zones at the schools are safe	4.56	4.61	4.20
The district has a user-friendly process to request buses for special events	4.34	4.39	4.33
Adding or modifying a route for a student is easy to accomplish	4.34	4.41	4.00
Buses arrive early enough for students to eat a school breakfast	4.29	4.29	3.83
Bus drivers are well trained	4.49	4.54	4.33
Discipline on buses is a problem <sup>a</sup>	3.12	3.26	2.20
Buses seldom break down	3.53	3.68	3.20
The district has alternate bus drivers on call when drivers are unavailable due to health or emergency concerns	3.56	4.10	3.60

*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. Items are reverse scored so that higher values reflect greater perceptions of efficiency and effectiveness.  
Source: Tidwell & Associates, Inc., Survey Results, 201*

**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 \$70,608 should staff choose to implement the recommendations provided in this chapter.

**EXHIBIT 6-2  
FISCAL IMPACT OF CHAPTER 6  
TRANSPORTATION**

<b>Recommendation</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>
Bus driver recognition program supplies & facility	(\$1,400)	(\$1,150)	(\$1,150)	(\$1,150)	(\$1,150)
Portable office	(\$NA)	(\$NA)	(\$NA)	(\$NA)	(\$NA)
Eliminate hazard services	\$0	\$0	\$0	\$0	\$0
Eliminate excessive ride time	\$0	\$0	\$0	\$0	\$0
Revise compensation plan	(\$600)	(\$600)	(\$600)	(\$600)	(\$600)
Administrative pay	(\$19,206)	(\$19,206)	(\$19,206)	(\$19,206)	(\$19,206)
Elimination of overtime	\$28,869	\$28,869	\$28,869	\$28,869	\$28,869
Sale of 1996 activity buses and resulting savings	\$3,500	\$1,500	\$1,500	\$1,500	\$1,500
Purchase fuel from SCDOE or via state fuel card	\$1,893	\$1,900	\$1,900	\$1,900	\$1,900
Preventive maintenance program	\$1,900	\$2,200	\$2,600	\$2,600	\$3,000
Scott's Branch intersection improvement*	\$0	\$0	\$0	\$0	\$0
Replacement of the aging school bus fleet **	\$0	\$0	\$0	\$0	\$0
<b>TOTAL SAVINGS</b>	<b>\$14,956</b>	<b>\$13,513</b>	<b>\$13,913</b>	<b>\$13,913</b>	<b>\$14,313</b>

\* Unable to obtain a cost estimate.

\*\*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 bus breakdowns.

**6.1 Introduction, Methodology, and Peer District Comparisons**

The transportation of students to and from instructional programs is among the most important functions and responsibilities of any school district. The CSD 1 operates 11 school buses that transport 1,357 students each school day, resulting in approximately 244,260 student trips a year. This service delivers 31 routes each school day covering 1,020 route miles totaling 183,582 miles annually. The district transportation program manages an estimated 500 loading and unloading stops per school day (90,000 stops per year) without injury to a single child. Not only in CSD 1, but also across the country, school transportation is by far the safest form of passenger transportation.

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. Data provided by the American School Bus Council, states that school transportation is also an energy saver; a 20-mile roundtrip school commute saves approximately \$420 annually for each student who rides the bus compared to being transported in a car. Without school bus service, traffic around school campus would be even more congested, all students that could not walk would have to be transported by individual vehicle.

School transportation is faced with growing public expectations to improve safety and eliminate waste. School districts with small operations, like CSD 1, are hard pressed to find innovations and new affordable technology and improve operations.

While the district's cost for school transportation has continued to increase over the years, the state reimbursement of these costs has not kept up with increasing costs over the past 27 years. This shortfall of state financial support began in 1987 with the requirement to have adult school bus drivers, ordered by the US Department of Labor. 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 percent of the school bus driver and aide salary and fringe benefits costs, and none of the school transportation administrative, training and clerical costs. CSD 1 is required to fund over \$159,885 of the expense from local tax sources. This funding shortage has occurred even though state law makes the expense of school transportation to required instructional courses a state responsibility.

**Exhibit 6-3** shows the CSD 1 transportation financial status for FY 2013-14.

**EXHIBIT 6-3  
TRANSPORTATION FISCAL STATUS**

<b>CSD 1</b>	<b>STATE REIMBURSEMENT FOR SCHOOL TRANSPORTATION SERVICES</b>	<b>TOTAL DISTRICT EXPENDITURES FOR SCHOOL TRANSPORTATION</b>	<b>TOTAL DISTRICT FUNDS EXPENDED</b>
FY 2013-14	\$77,317.69	\$237,203.33	\$159,885.64

Source: CSD 1, April 2015.

All eleven CSD 1 buses start moving each school day around 6:00 AM, some starting as early as 5:30 AM, and typically end the day around 4:30 PM. The three afterschool program routes have buses operating until 6:40 PM. Pick-up times for students start as early as 6:00 AM with the last student returning home at 4:31 in the afternoon. The district's three afterschool program routes have students arriving home at about 6:30 PM. These times make for long school days for many students and the transportation staff.

CSD 1 is primarily a rural area with low growth and development. There are 800 students residing in the district covering 200 square miles, four students per square mile. The number of students transported to district schools has declined from 1,744 student riders in 2010 to 1,357 today, a decrease of 308 students in five years (an average loss of 77 student per year). The district operates 11 school buses, a reduction of five buses in the past five years. Two of the 11 buses are designed to operate special needs routes, each having a lift and wheelchair securement position. There are two district students that require a school bus with a lift and wheelchair securement with a student riding each bus.

The district expects that its student population decline has ended. Each day the transportation office provides transportation to the 1,357 student trips, 621 in the morning, 16 midday, 600 in the afternoon, 120 on afterschool routes, traveling to and from four schools on two campuses. This includes 35 that are transported to and from the vocational school. The transportation

program also transports students attending functions away from the campus (field trips and athletic activities).

The school bus fleet (including buses that operate a route each day and buses that are spares) provided to the district by the SCDOE has 43 percent 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 ensures 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 age of the 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. This extra driver time is a payroll cost to the district which is not reimbursed by the state.

CSD 1 has an excellent school bus parking facility located behind the Scott's Branch High School. The district's parking facility includes facilities to clean and wash the buses. The transportation office is located about 300 feet away from the high school. This parking facility is conveniently located adjacent to the student loading area at the high school and is fenced for security reasons. The buses have a separate roadway to access the parking area and bus unloading/loading area from parent and student traffic. This parking area is also connected by a dedicated roadway to the unloading/loading area at the junior high school. The design of the roadway connecting the bus parking area to the junior high school did not adequately plan for one left turn, resulting in the need for additional roadway paving. The drivers have no lounge or restroom facility immediately accessible to the bus parking area. The roadway issue mentioned above will be discussed in a more detailed finding and suggested recommendation.

The maintenance of the state fleet of buses is provided by the Sumter School Bus Maintenance Shop which is 21.5 miles from the previous shop. In a 2012 cost cutting effort by the SCDOE, the local Manning state school bus maintenance shop was closed.

The primary methodologies used to review transportation include:

- Interviews of key district personnel including the chairman of the school board of trustees, superintendent, associate for finance and operations, associate of human resources, director of special services, transportation director, director of maintenance, director of food service, a focus group with three school bus drivers and SCDOE administrative staff;
- An analysis of documents included: SCDOE vehicle and vehicle-out-of-service data, district vehicle information, route plans and schedules, cost data for bus maintenance and fuel, program expenditure data, and personnel listings, salary and overtime information;
- Site visits to all schools and bus load/unloading and parking areas;
- A review of district survey results;
- Participation in and a review of community open forum comments; and
- A collection and analysis of the peer district data shown below.

The following data in **Exhibit 6-4** was collected in support of general discussions in this chapter. The data presented from Florence 4, Barnwell 19 and Laurens 56 are most comparable as peer districts. Take special note of the categories students transported, number of activity buses and the value of hazardous transportation service. Comparatively, the data for CSD 1 is very favorable. The CSD 1 transports more students per bus than any of the districts except for the larger district Orangeburg 5. The district also shows an excellent control over hazardous

transportation service. The single issue indicated is that the district may have too many activity buses.

**EXHIBIT 6-4  
CSD 1 TRANSPORTATION SERVICES  
PEER 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
CSD 1	1,237	11	10	150	4	Transportation	\$664.20
Barnwell 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	NA	2	Transportation	\$10,658
Orangeburg 5	7,659	65	10	225	14	Environmental Services	\$39,033

Source: Tidwell and Associates, February- April 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.

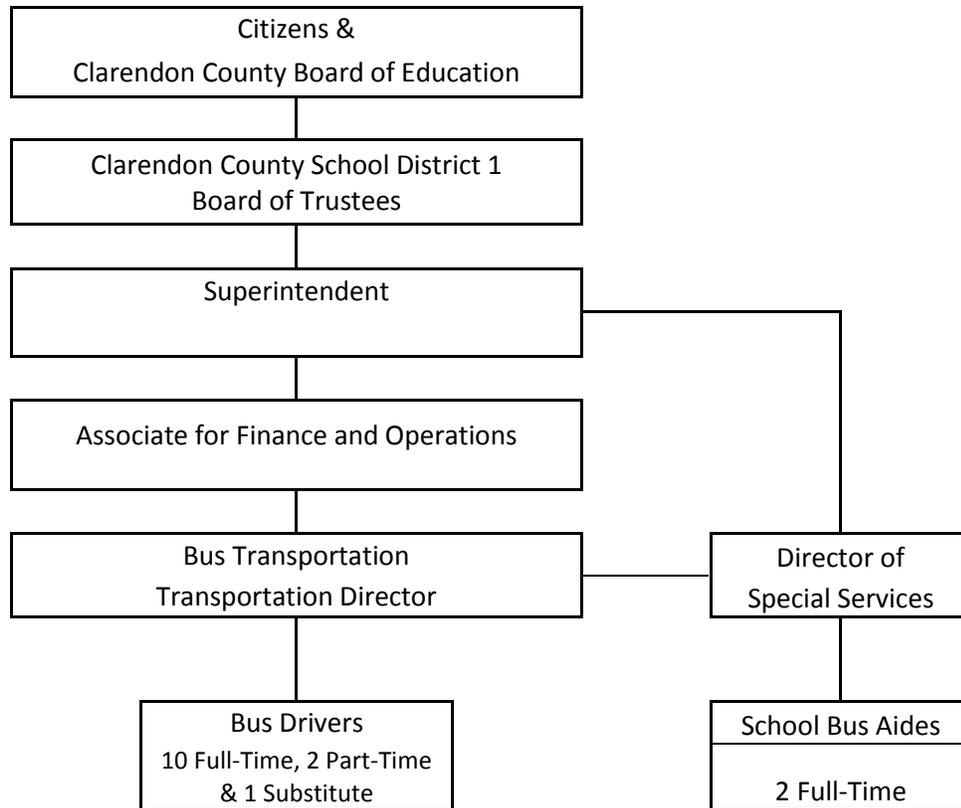
**FINDING**

Although a small district, the CSD 1 transportation department is staffed with a full-time director.

In spite of the fact that CSD 1 is a small operation, the district has recognized the need to have a full-time director of transportation services. Other districts of similar size are using staff that have other full-time district jobs. That approach is very shortsighted and weakens the safety and efficiency of the student transportation service.

**Exhibit 6-5** shows how the CSD 1 transportation office is currently structured to accomplish daily operations and services. The transportation director reports to the associate for finance and operations. Within the transportation office, the transportation director manages 10 full-time, two part-time and one substitute bus drivers, and two full-time and two substitute aides. Only two of the full-time drivers work full-time for the transportation program; all of the other eight full-time drivers work other district jobs. The two full-time aides also work other district jobs. Both part-time drivers are retired.

**EXHIBIT 6-5  
CSD 1 TRANSPORTATION STAFF CHART  
2014-15**



Source: CSD 1, March 2015.

The CSD 1 staffing organization structure has proven successful in providing on-time student transportation. The district is able to generate full-time positions with benefits for every employee that is not retired and assures that each driver receives a full-time pay check. Because 10 of the drivers work other district jobs several of them frequently work more than eight hours in a day, resulting in overtime pay. This also means frequent, very long work days for drivers. This raises the concern that the drivers may be tired at the end of the day when they need to be most alert driving buses and that overtime pay is excessive.

The district operates 11 buses at the same time for a two-hour period in the morning (5:45 to 7:55 AM) and again for two hours in the afternoon (2:30 to 4:30 PM), which requires eleven drivers. There are three additional AM routes, two midday routes and four PM routes that use the same buses and drivers. Two of these drivers are full-time drivers, one has no other job and the other is retired. Eight of the remaining nine drivers are part-time bus drivers and full-time district employees. The full-time driver that is not retired and the eight drivers that have other district jobs receive benefits. The remaining driver is a part time driver that is retired. The two aides are also part-time but have a full-time district job in the special services program (a paraprofessional in the classroom and a shadow). The aides are paid and supervised by the director of special services. If a substitute aide is needed there are two substitutes on call. When an aide is on the bus, the aide is supervised by the bus driver.

The transportation program is fortunate to have a part-time driver pool that has full-time jobs with the district. However, this type work force may have work conflicts, so additional and substitute drivers are needed. One substitute is a full-time district secretary and the other is retired and drives an AM vocational route five days a week and a PM vocational route three days a week. The third substitute driver is the transportation director. The district needs additional substitute drivers and additional part-time and full-time driver and aide positions. The office should continuously recruit for drivers.

As shown in **Exhibit 6-6**, the district’s transportation office now has 16 personnel positions, 12 of these are full-time. These positions are categorized as administrative (non-drivers and aides), drivers and aides. The administrative and driver positions are required to be trained and certified/licensed to operate a school bus. The exhibit details how the CSD 1 transportation personnel are spread across the employment categories, and compares the district with other peer districts. The exhibit also documents the employment of administrative staff among the peer districts; the districts greatly vary. The best size peer district shown is Florence 4 with 16 staff positions.

**EXHIBIT 6-6  
TRANSPORTATION PERSONNEL  
PEER SCHOOL DIVISIONS  
2014-15 SCHOOL YEAR TRANSPORTATION**

DISTRICT	POSITIONS NON- DRIVERS AND AIDES	DRIVERS			AIDES	
		REGULAR		SUBSTITUTE	FILLED	VACANT
		FILLED	VACANT			
BCSD 19	0.1 (2 Part-Time)	8	3	1	1	0
Lexington 4	2.74	37.5	3	5	5	0
<b>Clarendon 1</b>	1	11	0	2	2	0
Florence 4	5	9	0	0	2	0

*Source: Data Collection from peer districts, SC Education Oversight Committee, February and March 2015.*

On a typical school day, the office has adequate full-time, part-time and substitute drivers for its planned routes and other transportation activities. While other central office functions/positions may require only a part-time position in a small district, this is one area where full-time is important to ensure students are transported safely.

**COMMENDATION 6-A:**

**The district is commended for having a full-time professional transportation director.**

**FINDING**

The transportation program needs an adequate facility and improved driver support program.

The school bus drivers and the student transportation mission are recognized and supported by the district office. Drivers and the aides would benefit from being more formally recognized by school staff.

The drivers and aides are not required to wear standardized uniforms. Additionally, drivers 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 a need for ongoing 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.

Every district function needs a location to identify as its home base, and school transportation is no exception. While the transportation director has an office, it is not of adequate size and in the best location to address all the needs of the program. Drivers need a location immediately adjacent to the bus parking area to report to work, to report after completing their route, to turn in their pre- and post- trip inspection forms, to file requests for bus repair, to complete personnel and timesheet documents, and to meet and talk together and communicate with parents.

## **TIER 1 RECOMMENDATION**

### **Recommendation 6-1:**

**Develop and implement a school bus drivers and aides recognition program, provide expanded training, and improve transportation facilities.**

Implementing this recommendation should result in providing drivers and aides some type of uniform or vest and employees could be awarded recognition patches for years of service. Drivers should also be awarded accident-free performance recognition patches. A vest is an easy and inexpensive method to provide a uniform and the vest can also be made with reflective materials to improve the visibility of the drivers when outside the bus.

Training for bus drivers and aides is an essential function in effective school transportation operations. The training should be offered every month, so that at the end of each school year drivers and aides have received all SCDOE required training. The district can request the SCDOE help design the training program and provide much of the curriculum.

A possible solution for location of cost-effective facilities for the director and employees could be placement of a used portable classroom facility with restrooms. This space should be next to 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 director, and adequate space to accommodate at least 13 staff preparing to start a route. This will allow the program to have a location for drivers and aides 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 full-time drivers need a space to rest between routes, the substitutes a location to wait, the program needs space for training, and the drivers need a phone in a private area for communicating with parents and restroom facilities.

The drivers reported that they want more support for school transportation by the schools. The district is celebrating school bus safety week and school bus drivers' appreciation week, but could encourage the schools to invite the drivers to school celebrations. The district should also participate in the annual "Love the Bus" program sponsored by the American School Bus Council.

Drivers supported the idea of being issued a vest that they would wear at all times when on duty. Their identification badge would be secured to the vest, and the combination of vest and badge would identify them as district employees and bus drivers. The district needs to make sure that supplies are provided 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. 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 related issues. The meetings should generate a report that is presented to the transportation director, then to the associate for finance and operations, to the superintendent and annually to the school board.
2. 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".
3. 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).
4. Authorize a uniform/vest that when added to the existing badge would identify 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 and badge at all times while on the transportation payroll.
5. Provide adequate facilities including a restroom and training/office space.

## FISCAL IMPACT

The following are a few job related actions the CSD 1 should do in support of the school transportation program for the school bus drivers and aides.

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	(\$300)	(\$50)	(\$50)	(\$50)	(\$50)
Correct facility needs **	\$0	\$0	\$0	\$0	-0-
<b>Total Cost</b>	<b>(\$1,400)</b>	<b>(\$1,150)</b>	<b>(\$1,150)</b>	<b>(\$1,150)</b>	<b>(\$1,150)</b>

Source: Tidwell and Associates, April 2015

\*\* No cost for the facility is included. Cost can vary greatly depending on if the district has an available unit and the exact location selected for the unit.

### **6.3 Routing, Scheduling, and Payroll Accountability**

#### **FINDING**

CSD 1 provides a safe and effective student transportation service and contains cost for hazardous transportation.

The CSD 1 provides student transportation 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 offered to students whose residence is within 1.5 miles of school. However, the district can expand the transportation service, at district expense, to shorten the walking distance to the bus stop or transport students that live within the 1.5 miles walking zone to avoid traffic hazards.

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. CSD 1 offers and pays for only \$664.20 of this hazardous transportation service cost, serving four students in the morning and five students in the afternoon. The CSD 1 is commended for doing an excellent job managing hazardous service levels and saving district dollars.

The CSD 1 transportation policies are focused on protecting students in the district's charge. This is evident in the strictly enforced policy of not releasing sixth grade and younger students at the end of a bus ride unless there is a responsible person present. The team also received a number of comments in support of this policy. Drivers reported that this policy is carefully enforced.

**Exhibit 6-7** shows the number of operating buses and the amount of hazardous transportation costs for selected peer districts. CSD 1 has the lowest cost of service of all districts. The team believes that this expenditure level is an appropriate level of hazardous transportation service for the district. To help the district maintain this expenditure level, the district needs to create and implement a strict policy based on traffic safety standards that provides this service to students only where it is truly necessary.

#### **EXHIBIT 6-7 PEER DISTRICT DATA FY 2014-15 HAZARDOUS TRANSPORTATION COSTS**

<b>DISTRICT</b>	<b>BUSES OPERATING</b>	<b>HAZARDOUS SERVICE COSTS</b>
<b>Clarendon 1</b>	11	\$ 702
BCSD 19	7	\$13,635
Barnwell 45	21	\$ 1,310
Hampton 1	18	\$ 4,146
Hampton 2	11	\$ 1,360

*Source: CSD 1, March 19, 2015 and the SCDOE March 2015*

School transportation has two key goals, to transport children safely and on-time. CSD 1 school transportation has achieved these goals with limited funding, staff, and training.

**COMMENDATION 6-B:**

**The district provides safe and effective transportation services with an appropriate level of hazardous transportation service within the walk zones.**

**FINDING**

The district lacks a written hazardous transportation service policy and related procedures for all potential walk distances.

While the district has an excellent student transportation safety record, it does not have policies and procedures governing all potential walk distances and the hazardous transportation service. The district and schools rely on state requirements and communicates these to parents as deemed needed.

**TIER 1 RECOMMENDATION**

**Recommendation 6-2:**

**Develop and adopt a written hazardous transportation service policy and associated procedures.**

Implementation of this recommendation should result in developing a written hazardous transportation policy and related procedures for all potential walk distances and have it administered by the transportation director. This policy/practice needs to be reviewed and adopted by the school board. Appeals to the decision of the transportation director should be heard by the superintendent.

**IMPLEMENTATION PLAN**

1. The transportation director should request a copy of similar hazardous transportation policies/procedures from other South Carolina districts.
2. The transportation director should edit selected policy to best fit the safety needs of the CSD 1 and submit the policy/procedures for review and endorsement by the associate for finance and operations.
3. The associate for finance and operations approve the policy/procedure and submit them to the superintendent for approval.
4. The superintendent should submit the policy/procedures for adoption by the school board.
5. The school board should adopt the policy and direct that they be implemented.
6. The transportation director should cause the approved policy/procedures to be implemented with the beginning of SY 2015-16.
7. A copy of and an explanation of the policy/procedures should be communicated to school personnel, students and parents.

## FISCAL IMPACT

The recommendation can be implemented at no additional cost to the district and with existing personnel.

## FINDING

The CSD 1 routing and scheduling system is very effective, however, it requires that many students ride on the bus more than 90 minutes.

The district's routing data documents that the routing schedules require many students to ride in excess of 90 minutes. In some cases the information shows students riding up to 140 minutes, which is 50 minutes longer than state law allows. As **Exhibit 6-8** shows, almost 65 percent of routes (20 routes) have ride times above 90 minutes. Several of the remaining 11 routes operate at the maximum of 90 minutes. These long route times also cause the excessive hours of driver and aide overtime discussed in another recommendation. The long ride times also contribute to behavioral issues identified in the survey.

**EXHIBIT 6-8  
ROUTES WITH EXCESSIVE RIDE TIME**

ROUTE DESIGNATION	RIDE TIMES (MINUTES)		
	AM	PM	AFTERSCHOOL
01Special Needs1	140	135	
03Regular1	115	123	100
04Regular1	126	120	100
05Regular1	105	120	
06Regular1		105	
07Regular1	100	110	
08Regular1	120	125	
09Regular1	100	115	
10Regular1	112	125	100

Source: CSD 1, April 2015.

Route designation "01Special Needs1" operating in the morning has the longest ride time of 140 minutes, and 135 minutes in the afternoon. The route designation "Special Needs" means that it is a route serving students with disabilities. CSD 1 operates two special needs routes, the other special needs route "02Special Needs1" is at the maximum ride time of 90 minutes. Special needs routes that, on average, operate longer than routes for regular students are a violation of federal code.

The state law covering this issue is presented below.

*Section 59-67-105.*

*(A) A student may not ride continuously on a state-owned school bus for more than ninety minutes. With the approval of the Department of Education, the ninety-minute maximum ride time may be exceeded when the area's geography requires longer than average highway travel because of a circuitous or meandering road network, extremely low population density, or waterway*

*barriers. The ninety-minute maximum ride time may be exceeded when attendance zones are multidistrict or countywide.*

These long routes shown in **Exhibit 6-8** are split between AM and PM routes with all three after-school routes operating at 100 minutes. From the data provided, it was determined that most of these routes serve students attending the Summerton Early Childhood Center and St. Paul Elementary, but the actual number of these students riding more than 90 minutes is not available. Such long ride times have an exhausting effect on the students which could impact their ability to learn.

## **TIER 1 RECOMMENDATION**

### **Recommendation 6-3:**

#### **Adjust school bus routes and schedules to eliminate excessive student ride-times.**

Implementation of this recommended action should result in shortening student ride-time and driving times. The CSD 1 should request the SCDOE Office of Transportation to assist the district in conducting an efficiency analysis of the district route plan, with the focus on eliminating excessive ride times.

Implementing this recommendation would typically add costs. As stated earlier the existing routing plan is very cost effective, but requires students to be on buses an excessive amount of time.

## **IMPLEMENTATION PLAN**

1. The transportation director should contact the SCDOE and request a routing study be done as soon as possible. The district's justification to the SCDOE for having this request completed before next school year is the excessive ride time of most of the routes, and the 140 and 135 minute ride-time of the special needs routes.
2. The transportation director with the assistance of the SCDOE should prepare a revised scheduling plan and recommend it to the associate for finance and operations for review and approval.
3. The revised plan should be submitted to the superintendent for approval. Additional positions will be needed.
4. The superintendent should submit the recommendation to the board for review and approval.
5. The transportation director with the support of the associate for finance and operations should systematically implement the approved routing plan and conduct extensive communications with school personnel, students and parents about the route changes.

## **FISCAL IMPACT**

To shorten ride times, the district will need to adopt a routing plan that uses more buses and more drivers. Using more buses and drivers means that many of the route minutes will be divided among at least two buses and drivers. This change will reduce work time for the existing 11 drivers and overtime pay. Therefore, a routing plan that has no route over 90 minutes may actually reduce costs. Until the new route plan is developed, a financial impact cannot be calculated.

## **FINDING**

The district does not have an adequate driver and aide compensation plan or effective system for accounting for worktime.

The lack of a method for drivers to clock in and out does not allow CSD 1 to accurately account for driver worktime for route operations, special trip time, all other administrative/soft time, and reward drivers and aides for all duties the district requires or needs performed.

## **TIER 1 RECOMMENDATION**

### **Recommendation 6-4:**

#### **Establish a driver and aide compensation and work time plan.**

The plan and work time methodology should be formally established by the transportation director and the associate for finance and operations. This plan and process should be reviewed and endorsed by the superintendent, and submitted to the school board for approval. Copies of the approved plan should be on file with the transportation director, associate for finance and operations and associate for human resources.

Implementation of this recommendation could result in cost savings to the district and greater efficiency in maintaining payroll records and payments accuracy. The introduction of a compensation plan and the implementation of a payroll system should include a process that requires drivers to clock-in and out of work and to identify themselves when doing so. Using a payroll system that requires checking-in and out will require that the drivers have an office space and a system for check-in and -out of work. The CSD 1 is encouraged to check with the Lexington 4 school district about the electronic iPad type system they are installing. This system captures payroll data (much like a time-clock) instead of using the data generated by the route plan or other method.

This 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 driver's 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.

The plan should include drivers being reimbursed for the required CDL medical exam every two years. This is an appropriate practice and is recommended to the CSD 1. The CSD 1 also does not reimburse driver applicants 40 hours of salary for the completing the SCDOE training and CDL license to become a fully trained and licensed school bus driver. This support has been identified as a benefit in recruiting new drivers. The district should also institute this practice.

### IMPLEMENTATION PLAN

1. The transportation director should request a copy of compensation plans from other South Carolina districts.
2. The transportation director should edit selected plan to best fit the personnel and operating needs of the CSD 1 and submit the plan for review and endorsement by the associate for finance and operations.
3. The associate for finance and operations should approve the plan and submit it to the superintendent for approval.
4. The superintendent should submit the plan for adoption by the school board.
5. The school board should adopt the plan and direct that it be implemented.
6. The associate for finance and operations should contact the Lexington 4 director of operations and request information on the payroll system they are implementing.
7. The associate for finance and operations should either select this system or find another that best fits the needs of CSD 1, gain the appropriate approvals of the selected system and implement.

### FISCAL IMPACT

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Prepare a written driver and aide compensation plan	\$0	\$0	\$0	\$0	\$0
Reimburse drivers for CDL medical exam	(\$600)	(\$600)	(\$600)	(\$600)	(\$600)
Select and implement a pay clock system	NA**	NA**	NA**	NA**	NA**
<b>TOTAL COST</b>	<b>(\$600)</b>	<b>(\$600)</b>	<b>(\$600)</b>	<b>(\$600)</b>	<b>(\$600)</b>

\* CSD 1 should reimburse the drivers no more than \$80 every two years for the exam. It is estimated that 50 percent of the drivers will receive this reimbursement each year.

\*\*The Pay Clock system cost is not estimated because it could be a simple time clock system (\$250) or a new computerized touch pad system, similar to that being installed in Lexington County School District Four.

### FINDING

School bus drivers are not compensated for some required and soft duties.

The CSD 1 pays the drivers 30 minutes of administrative/soft time each day. This is not adequate to compensate the drivers for the job required. All drivers are driving at least two

routes a day and drivers are required to perform a pre- and post-trip inspection for each route. These four inspections require at least 32 minutes leaving no compensation for cleaning the bus and conferencing with parents.

**TIER 1 RECOMMENDATION**

**Recommendation 6-5:**

**CSD 1 should adequately compensate drivers for required administrative duties.**

Administrative or soft duties are essential in an efficient and safe school transportation program. Drivers by state law and federal standard are required to perform pre- and post-trip safety inspections for each route operated. These inspections require the drivers to check the vehicle before and after each trip to ensure that children have not been left on the bus or that other individuals are not hiding on the bus, and that the bus is mechanically safe to operate. The inspection findings of mechanical problems may require the bus to be dead-lined and a spare used or allow the bus to be used but require repair in the near future. Therefore, the inspection can serve as part of the maintenance request process to schedule repairs. The importance of the inspection process cannot be overstated. Administrative time also includes cleaning the interior and exterior of the bus, and communicating with parents and other district staff as needed.

The district should increase this administrative time to one hour per day. Drivers that drive more than two routes should be compensated an additional 30 minutes for each route operated.

**IMPLEMENTATION PLAN**

- |  |
|--|
| 1. The transportation director should assure that the compensation plan includes adequate pay for administrative duties.                                   |
| 2. The associate for finance and operations should support this addition to the plan and budget funds for the additional hours in the FY 2015-2016 budget. |

**FISCAL IMPACT**

**Exhibit 6-9** presents the cost analysis for the additional compensation required if a driver is paid 30 minutes of administrative time for each route operated. The exhibit compares the recommended administrative time cost to the existing district funding of 30 minutes per driver per school day. The increase is estimated at \$19,206 annually for a five-year cost of \$96,030.

**EXHIBIT 6-9  
ADMINISTRATIVE DUTY COST ANALYSIS**

PERIOD OF TIME	NUMBER OF ROUTES	PROPOSED MINUTES 30 MINUTES PER ROUTE	EXISTING MINUTES PAID 11 DRIVERS	ADDITIONAL MINUTES REQUIRED	CONVERSION TO HOURS	ADDITIONAL COST \$10.67 AVERAGE HOURLY SALARY
Day	31	930	330	600	10	\$106
School Year (180 days)	5,580	167,400	59,400	108,000	1,800	\$19,206

Source: CSD 1 April 2015.

<b>Recommendation</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>
Increasing administrative time for drivers	(\$19,206)	(\$19,206)	(\$19,206)	(\$19,206)	(\$19,206)

**FINDING**

Staffing levels must support work assignments that avoid overtime.

The district is commended for employing district staff to serve multiple job functions. This allows transportation, custodian and food service personnel to have full-time jobs of 40 hours a week and the associated benefits. Because of the full-time nature of this multi-duty jobs structure, the district is more likely to recruit quality employees to perform job duties that otherwise would not offer full-time pay. However, this same structure of multiple duties requires school bus drivers to work very long work days, consistently resulting in overtime hours.

**COMMENDATION 6-C:**

**The district employs staff who perform multiple job functions.**

**FINDING**

It is a concern that 11 drivers and two aides report to work at or before 6:00 AM each day and finish their afternoon routes between 4:00 and 4:45 PM. Nine of these employees are multi-duty employees and perform other district jobs during the day with no break-in-service. By 4:00 PM these nine have worked a 10-hour work day. Two of these nine continue to drive after-school routes. For these two staff, their work day does not end until 6:40 PM, resulting in a 12-hour workday. Every hour over 40 hours in a week is overtime, which is compensated as time and one-half pay.

Because the hours above the first eight hours per day occur while the drivers and aides are performing transportation duties, the transportation hours in the afternoon and early evening become the overtime hours. These are the hours typically after the employee has already worked the school day.

**Exhibit 6-10** presents a summary of the overtime pay calculations. There are nine drivers and two aides that are multi-duty employees and work similar levels of overtime and receive overtime pay. The employees receive an average of 36.86 hours per pay period or about 3.6 hours per day, 18.4 hours per week. The ranges of hours per pay period are from 47 hours (for one of the drivers) to 16 hours (for one of the aides) per pay period. A pay period is equal to 10 WORKDAYS.

Overtime pay includes the employee’s regular hourly pay plus an additional half hour for each hour worked. To deliver the transportation service the regular work hours are necessary regardless of the work schedule used, it is the extra half hour pay for overtime that should be avoided if possible. **Exhibit 6-10** includes a row of data titled “Overtime Value” that identifies the impact of the extra half-hour of pay. It is this half-hour overtime pay of \$30,387 that should be eliminated.

**EXHIBIT 6-10  
MULTI-DUTY TRANSPORTATION DRIVERS AND AIDES  
OVERTIME SUMMARY REPORT**

JOB FUNCTION	NUMBER	OVERTIME HOURS	OVERTIME PAY	AVERAGE PAY/HR.	AVERAGE HOURS PER PAY PERIOD	AVERAGE PAY PER PAY PERIOD
Aides	2	946	\$10,642	\$11.25	26.28	\$295
Drivers	7	5025	\$81,436	\$16.20	39.89	\$646
Total	9	5,971	\$92,079	\$15.42	36.86	\$568
Overtime Value	9	5,971	\$30,387	\$5.09		

Source: CSD 1 April, 2015.

**TIER 1 RECOMMENDATION**

**Recommendation 6-6:**

**Structure employee work assignments to minimize overtime on regularly scheduled routes.**

There are options to avoid these long hours for the drivers and aides and the associated overtime pay. The district has to recruit and train at least seven more drivers and two aides. This additional staffing could be nine additional district employees that would assume the multi-duties of bus drivers or aides. The additional staffing could be employees working full-time or part-time for transportation or a combination of these two options. With these additional bus drivers and aides, the regular and special needs AM and PM routes would be split between the existing drivers and the new drivers. If the transportation program had eleven full-time drivers and two part-time aides, all routes could be operated by this personnel and overtime would be avoided. The orchestration of this recruitment, training and scheduling will require a major effort by the transportation director.

The value to the existing corps of district multi-duty drivers and aides is the larger take home salaries. Because of the overtime pay these nine employees make a very good salary. The value to the CSD 1 is that this pool of employees offers a stable workforce supported by the very competitive salaries and benefits and job security. The negatives for this district are that this arrangement is using drivers who are tired at 2:30 PM because they have already worked eight-hour days to transport students in the afternoon and evenings, and paying these drivers an average overtime extra hourly rate of \$5.09.

**IMPLEMENTATION PLAN**

- |   |
|---|
| 1. The transportation director should adjust work schedules to use existing available drivers and aides to eliminate all possible overtime hours.   |
| 2. The transportation director should determine a staffing plan that best meets the district's need to eliminate all overtime associated with daily route operation. The director should determine how many additional full-time or part-time drivers and aides are needed, and how many of these should come from existing district staff. |
| 3. The staffing plan should be presented for approval by the associate for finance and operations.  |

4. The staffing plan should be reviewed and endorsed by the superintendent and the school board.
5. The transportation director should implement the plan by advertising the positions, recruiting and selecting applicants for training and certification.
6. Based on the success of the hiring process the transportation director should make plans to restructure staffing assignments for the beginning of SY 2015-2016.
7. The CSD 1 should start implementing the plan as soon as additional staff is available. The implementation should continue as additional staff are trained and certified until all overtime associated with the scheduled daily routes is eliminated.

## FISCAL IMPACT

The team recommends the CSD 1 goal should be to eliminate 95 percent of the overtime pay. Because of circumstances beyond the control of the transportation director, there will always be a few overtime hours each pay period. This is an estimated annual savings of \$28,869 and \$144,345 over five years.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Eliminate 95 percent of overtime hours	\$28,869	\$28,869	\$28,869	\$28,869	\$28,869

## 6.4 Activity Bus Fleet Size

### FINDING

The district has more activity buses than needed which increases the cost of transportation services. A review of the use of the activity bus fleet documents shows that the district has more activity buses than is necessary to meet student travel needs.

The review team conducted an analysis of the daily use of the activity bus fleet over a 30-day period (February 18 through March 20). **Exhibit 6-11** shows the activity fleet. During the 30-day period there were only two days when three buses were used on the same day; all three were used at the same time in the afternoon. There were no days that required four buses and there were 20 days without the use of an activity bus. The small Type A 2010 model bus was used most frequently (eight times). The 2001 Blue Bird bus was the next most frequently used bus (seven times) followed by the 2009 Thomas bus (three times). The 1995 Thomas bus was not used. The district operated 18 activity trips. The current fleet could operate at a minimum of 80 trips during the 30-day period. The district also has access to state-owned buses for activity trips. The use of an SCDOE bus is by far the least expensive way for the district to offer activity bus service.

The analysis of 30 consecutive days of activity showed that the district could have served all activity trip needs with three district activity buses. Should a time occur when more than three buses are needed at the same time, CSD 1 can use one or more state-permitted buses to supplement the fleet. The district only needs two large district activity buses and one small bus.

The analysis showed that the district does not need the 1995 Thomas Type D bus which should be sold.

**EXHIBIT 6-11  
ACTIVITY BUS FLEET**

<b>LIST #</b>	<b>YEAR</b>	<b>MAKE</b>	<b>BODY TYPE</b>	<b>SEATING CAPACITY</b>
1	1995	Thomas	Type D Activity Bus	72
1	2001	Blue Bird	Type C Activity Bus	54
1	2009	Thomas	Type D Activity Bus	65 w Lift
1	2010	Thomas	Type A Activity Bus	14

Source: CSD 1 Office of Transportation, March 17, 2015

**TIER 3 RECOMMENDATION**

**Recommendation 6-7:**

**Dispose of the 1995 Thomas Type D activity bus.**

Eliminating this bus from the fleet will also reduce CSD 1 insurance, maintenance, inspection and operating costs.

**IMPLEMENTATION PLAN**

1. The associate for finance and operations and the transportation director 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 associate for finance and operations and the transportation director should sell the excess vehicle.

**FISCAL IMPACT**

The 1995 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 \$1,500 per year. The district is estimated to save \$9,500 over five years should they choose to implement this recommendation.

<b>Recommendation</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>
Sell the 1995 Thomas Activity Bus	\$2,000	\$0.00	\$0.00	\$0.00	\$0.00
Saved insurance/ maintenance expenses	\$1,500	\$1,500	\$1,500	\$1,500	\$1,500
<b>Total Savings</b>	<b>\$3,500</b>	<b>\$1,500</b>	<b>\$1,500</b>	<b>\$1,500</b>	<b>\$1,500</b>

## 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. CSD 1 now purchases ultra-low sulfur diesel and other fuels for district vehicles, including the activity buses, from the Rigby Oil Company, a local provider in Manning.

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 6-12**). The district should also note that fuel for school bus use is exempt from nearly all state and federal fuel highway use taxes.

As shown in the exhibit, the district could have saved \$1,183 for fuel purchased for district owned school buses in FY 2013-2014. There are also comparable savings for fuel purchased for other district vehicles. It is estimated that the six other vehicles would generate an additional savings of \$684. Adding in the potential saving of these additional vehicles the CSD 1 annual savings for all fuels would be \$1,893 for year one and an estimated \$1,900 in subsequent years and an estimated \$9,493 over a period of five years.

**EXHIBIT 6-12  
GASOLINE & ULSD DIESEL FUEL SAVINGS FOR BUSES**

FUEL TYPE	BUS OR NON-BUS	ESTIMATED GALLONS PURCHASED IN 10 MONTHS	FEBRUARY 2015 AVERAGE PURCHASE PRICE	STATE FUEL CARD PRICE	SCDOE PRICE	POTENTIAL SAVINGS PER GALLON	VALUE TO CSD 1
Gas	Non-Bus	3,070	\$2.30	\$2.01		\$0.29	\$890.30
	Bus	1,100	\$2.28	\$1.99		\$0.29	\$319.00
ULSD	Bus	1,600	\$2.58	\$2.43	\$2.04	\$0.54	\$864.00

Source: CSD 1 April 10, 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.phtml>

### TIER 1 RECOMMENDATION

#### Recommendation 6-8:

#### **Purchase all fuel via the state contract or SCDOE.**

Implementation of this recommended action should save the district excess cost for 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 fuel. These purchases will continue to be from the local fuel retail stations in Summerton. If the district needs to purchase at other locations in South Carolina there are hundreds of fuel stations statewide that accept the state fuel card. For ultra-low sulfur diesel (ULSD) fuel, the district should purchase 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 Summerton, the state fuel card can be used at fueling locations across South Carolina. The cost savings generated by this change will be substantial.

The following actions should be taken by the CSD 1 staff:

1. The district associate for finance and operations 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 associate for finance and operations 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 \$0.29 per gallon compared to the experienced 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 associate for finance and operations 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 at the Sumter 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 \$0.54 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 \$0.15 per gallon.
4. Purchase gasoline or ULSD fuel as needed using the card at any authorized station or order ULSD fuel from the SCDOE and allow one to three days for delivery.

### IMPLEMENTATION PLAN

1. The associate for finance and operations and transportation director 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 associate for finance and operations should contact the State Fleet Management Office and the SCDOE and make the necessary arrangements for purchasing fuel.
4. The transportation director 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. The associate for finance and operations 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.

### FISCAL IMPACT

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Purchase ULSD fuel from state contract provider or SCDOE	\$684	\$700	\$700	\$700	\$700
Purchase gasoline from state contract provider	\$1,209	\$1,200	\$1,200	\$1,200	\$1,200
<b>TOTAL SAVINGS</b>	<b>\$1,893</b>	<b>\$1,900</b>	<b>\$1,900</b>	<b>\$1,900</b>	<b>\$1,900</b>

## **FINDING**

The district needs to improve the frequency of vehicle inspections and the associated vehicle preventive maintenance and repair.

The maintenance, repair and inspection services of the district-owned school buses (activity buses), is purchased from local vendors and from a certified school bus mechanic. The certified school bus mechanic is an employee of the SCDOE Sumter school bus maintenance shop. He provides these maintenance, repair and inspection services during work hours when he is not on duty with the SCDOE. The team reviewed all maintenance, inspection and repair activities and the related costs for the four buses for the past 12 months. The costs appear to be appropriate for the services received. There were no concerns noted.

A more frequent detailed preventive maintenance program should be established to better protect the fleet asset. This would include staff resources to conduct simple preventive maintenance checks and to use off-the-shelf software to record and monitor the preventive maintenance program activities. The records indicate that preventive maintenance checks are limited to instances when repairs and the annual inspection are scheduled. These instances may be months apart depending on the frequency of vehicle failure requiring repair. Preventive maintenance checks need to be more frequently done, similar to the checks conducted by the SCDOE on state owned buses. The SCDOE conducts checks every time the bus is fueled, additionally every two weeks and again every six weeks. The SCDOE uses a software maintenance management program to help schedule the timing and scope of inspections for each vehicle and record the findings and actions associated with these checks. The CSD 1 needs to adopt a similar type preventive inspection scheduling and maintenance management program.

SCDOE mechanics are specially trained and certified to repair and maintain school buses. The SCDOE mechanic certification program is a very in depth curriculum focused on the safe repair and maintenance of school buses, each mechanic must pass hands-on and written testing each year to retain certifications. The district should also consider using this person to perform as much as possible of the district's preventive maintenance program.

### **COMMENDATION 6-D:**

**The district is commended for using the highly trained and experienced services of an after-hours SCDOE mechanic for the repair and inspection of district buses.**

### **COMMENDATION 6-E:**

**The district is doing a very good job of controlling the cost of bus maintenance, repair, and inspection.**

## **TIER 1 RECOMMENDATION**

### **Recommendation 6-9:**

**The CSD 1 should establish a more frequent preventive maintenance program.**

The district should assign an employee or a contractor the job of providing weekly preventive maintenance checks on the four buses. This process begins with the pre- and post- trip

inspections by each driver each time the vehicle is used. These trip inspections should be recorded by the driver and submitted to the transportation director for review. The director 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 or a second designated person should conduct this same weekly preventive maintenance checks on the other six district vehicles and all other maintenance/grounds equipment. The district should continue to use the services of the off-duty SCDOE mechanic to perform the bus general maintenance/repair duties. Another option for bus maintenance would be to use the services of the SCDOE because state law allows the districts to contract for maintenance service with the SCDOE. The team confirmed there are also other private contractors available to offer competitive bids on bus repair and inspection.

The district needs to use a simple preventive maintenance software program to retain the data from the preventive maintenance checks and schedule future preventive maintenance checks and service activities. This software should be located on the transportation director's computer and on the director of maintenance's computer for the non-school bus vehicles.

### **IMPLEMENTATION PLAN**

1. The associate for finance and operations should authorize the funding of a preventive maintenance program.
2. The associate for finance and operations should direct the transportation director and the director of maintenance to search their 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 weekly 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 associate for finance and operations should find a contractor to perform this one-half day a week duty. The associate for finance and operations should first investigate contracting with the SCDOE, or the off-duty SCDOE certified mechanic now being used.
4. The associate for finance and operations 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 associate for finance and operations should bid all major repairs, services or inspection that are estimated to cost more than \$200 on any of the district's fleet.
7. The transportation director should research available off-the-shelf preventive maintenance software and request the purchase to the associate for finance and operations.
8. The purchase of the preventive maintenance software should be completed and installed on the transportation director and director of maintenance computers.
9. The transportation director and director of maintenance should record all preventive maintenance and repair data on the software program and use the program to schedule preventive maintenance checks and service.
10. The transportation director and director of maintenance are charged with ensuring that the checks and services are carried out and the results are recorded in the software system.

## FISCAL IMPACT

The categories and amounts shown below are only examples of potential costs and savings. First year savings are estimated at \$1,900 with subsequent years' increasing ultimately to a minimum of \$3,000 annually. The total savings over five years is estimated at \$12,300. The team believes that these examples only begin to show possible savings.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Hiring a preventive maintenance employee or contracting for this service *	(\$2,700)	(\$2,700)	(\$2,800)	(\$2,800)	(\$2,900)
Preventive maintenance software	(\$400)	(\$100)	(\$100)	(\$100)	(\$100)
Maintenance savings **	\$5,000	\$5,000	\$5,500	\$5,500	\$6,000
<b>TOTAL SAVINGS</b>	<b>\$1,900</b>	<b>\$2,200</b>	<b>\$2,600</b>	<b>\$2,600</b>	<b>\$3,000</b>

\*This cost is calculated at \$75 per half-day, for 1 day for 36 weeks (the school year).

\*\*Saving one diesel engine can save \$14,000.

## FINDING

School bus access roadway changes are required between the high school and junior high school.

The school bus access roadway between the high school and the junior high school was not designed to handle the current traffic movements.

This use of the available roadway and property has created a dirt road and muddy area at the intersection. **Exhibit 6-13** shows the intersection and referenced issues. The following pictures of the intersection in question are presented to show the problem. This intersection was never intended to accommodate school buses leaving the bus parking lot and the high school and driving to the junior high school loading/unloading area (requiring a right turn), nor the reverse of this path (requiring a left turn). Maintenance of the buses is being jeopardized because of this muddy and wet area and the uneven dirt surface. Traffic safety at this intersection is also a concern because the signage does not account for the above referenced turning actions. This intersection needs to be changed to a "T" intersection with traffic leaving the parking lot and high school required to stop.

## TIER 1 RECOMMENDATION

### Recommendation 6-10:

**Redesign and construct the roadway intersection to accommodate the turning radius of the largest school bus.**

The intersection shown in **Exhibits 6-13** and **6-14** needs to be a "T" intersection design to accommodate the turning radius of school buses.

**EXHIBIT 6-13  
SCHOOL BUS ROADWAY AT SCOTT'S BRANCH HIGH SCHOOL**



Source: Google Earth 11-12-2013 Image

**EXHIBIT 6-14**  
**SCHOOL BUS ROADWAY DAMAGE AT SCOTT'S BRANCH HIGH SCHOOL**



Source: Google Earth 11-12-2013 Image

The above photograph shows both the damage that the buses are doing to the property and how the intersection should be designed and paved to eliminate the mud, hole, and water collection. An official traffic design (signs and paving) should be established to avoid accidents at this intersection and to define liability. Without signage and a clear roadway, the drivers have no way to identify their right-of-way or travel lane. The liability is amplified by the fact that private delivery trucks also use this roadway.

**IMPLEMENTATION PLAN**

- |   |
|---|
| 1. The associate for finance and operations, the transportation director and the director of maintenance should have this intersection redesigned and the appropriate paving and signage installed. |
| 2. The superintendent should authorize the funding of this intersection change.   |

**FISCAL IMPACT**

The financial impact of this recommendation includes the costs of redesigning the intersection and having the intersection appropriately constructed with the proper traffic signs. The team does not have the expertise to propose a cost for these paving projects and construction cost estimates were not available in timely basis for this report.

**6.6 State Aging School Bus Fleet**

**FINDING**

The administration and the school board should petition the state to replace aging state supplied school buses.

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 ensure 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 6-15** presents the age and mileage for the state school bus fleet assigned to CSD 1.

**EXHIBIT 6-15  
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	139,934 to 291,617
2	2002	Route	62	No	C	207,101 to 290,664
1	2005	Route	65	No	C	127,333
1	2007	Route	65	No	C	128,723
2	2008	Route	65	No	D & C2	100,392 to 114,303
1	2013	Route	29	Yes	C2	29,539
<b>11</b>	<b>Subtotal</b>	Route				
1	1990	Spare	16	Yes	C	256,201
1	1995	Spare	78	No	D	261,391
1	2003	Spare	62	No	C	219,387
<b>3</b>	<b>Subtotal</b>					
<b>14</b>	<b>TOTAL</b>					

Source: SCDOE April 1, 2015.

Note: Buses older than 15 years, are in violation of Section 59-67-580.

Thirty-six percent of the district's route buses are 20 years or older. The three spare buses are older than 20 years.

## TIER 1 RECOMMENDATION

### Recommendation 6-11:

**Document and file a request with the SCDOE for the replacement of the four school buses older than 20 years and the three 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 three 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.
- 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. CSD 1 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 associate for finance and operations and the transportation director to prepare the recommended report.
2. The associate for finance and operations and the transportation director 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 completed at no cost 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 the food services operations of Clarendon School District 1 (CSD 1). 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 Nutrition, Nutrition Education, and Student Participation

### CHAPTER SUMMARY

This report contains the following commendations for the CSD 1 food services department:

- The district works with outside resources to improve the health of students. (Page 7-5)
- The district manages the food services budget at staffing levels that help the program to remain solvent. (Page 7-8)

Each of the chapter's recommendations is labeled 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 recommendations.

**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 the food services department:

- Coordinate food safety and HACCP training annually for all food services operators. Tier 1 (Page 7-4)
- Develop a separate menu for each age group to meet the requirements of NSLP and SB programs. Tier 2 (Page 7-7)
- Contact Heartlands to get technical assistance on the point-of-sales data and Nutrikids nutritional analysis systems. Tier 2 (Page 7-8)
- Amend the current recess schedule and allow students to take recess prior to lunch. Tier 1 (Page 7-9)

### **Survey Results Related to Food Services**

Tidwell and Associates, Inc. surveyed all teachers, principals, assistant principals, and district office staff regarding operations, including food services. The results related to food services are shown in **Exhibit 7-1**.

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.

As shown, the CSD 1 food services department received overall high rankings. The lowest score received involves providing food on the weekends for needy children. The district leadership is already in the process of looking at various options to support this need.

**EXHIBIT 7-1  
CLARENDON 1  
FOOD SERVICES SURVEY RESULTS**

<b>VARIABLE</b>	<b>TOTAL</b>	<b>TEACHER</b>	<b>SCHOOL ADMINISTRATOR</b>	<b>DISTRICT ADMINISTRATOR</b>
The cafeteria facilities and equipment are sanitary and neat	4.53	4.51	4.50	4.75
I find the cafeteria meals appealing and appetizing	3.60	3.47	4	4.13
The school breakfast program is available to all children	4.75	4.68	5	5
Students have enough time to eat	4.39	4.39	4.83	4
Students wait in food lines longer than 10 minutes	4.21	4.08	4.33	5
Cafeteria staff is helpful and friendly	3.87	3.92	3.83	3.50
Weekend provisions for food are made for needy students	2.28	2.26	2.80	1.80
The district has a summer program for feeding students	4.17	4.15	4.17	4.14

Source: Tidwell & Associates, Inc. Survey of CSD 1 Staff, 2015.

**FISCAL IMPACT OF RECOMMENDATIONS**

**Exhibit 7-2** provides a summary of the estimated expenditures associated with the recommendations contained in this chapter. As shown, should the district choose to implement the recommendations in this chapter, the district would increase spending in food services by \$9,700 over a five-year period.

**EXHIBIT 7-2  
FISCAL IMPACT OF CHAPTER 7  
FOOD SERVICES**

<b>Recommendation</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>
Coordinate food safety HACCP training annually for all food services operators	(\$500)	(\$500)	(\$500)	(\$500)	(\$500)
Separate menu for each age group	(\$2,400)	(\$1,200)	(\$1,200)	(\$1,200)	(\$1,200)
Total Costs	(\$2,900)	(\$1,700)	(\$1,700)	(\$1,700)	(\$1,700)
Total Savings	\$0	\$0	\$0	\$0	\$0
<b>TOTAL COSTS</b>	<b>(\$2,900)</b>	<b>(\$1,700)</b>	<b>(\$1,700)</b>	<b>(\$1,700)</b>	<b>(\$1,700)</b>

**7.1 Introduction, Methodology, and Peer District Comparisons**

CSD 1 participates in the USDA National School Lunch Program (NSLP) and School Breakfast (SB) programs through an agreement with the South Carolina State Department of Education (SCDOE) Office of Nutrition Programs.

The food services department provides breakfast and lunch to three schools, Summerton Early Childhood Center (SECC), St. Paul Elementary, and a combined program at Scott's Branch Middle and High Schools. According to the CSD 1 Nutrition Verification Report prepared in November 2014, the district had 810 students enrolled in district schools on the last day in October 2014. During this review, the district reported an enrollment of 807 students.

More than 60 percent of students attending CSD 1 schools are eligible for free meals without application. The district participates in the Community Eligibility Provision (CEP) Program and receives federal reimbursement at the free meal rate (\$3.06 at lunch and \$1.93 at breakfast) for all meals served in the NSLP and SB programs.

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

- Interviews of all key district personnel including managers, director of operations, food services coordinator, food services assistant, and students;
- Food services data provided by CSD 1;
- A review of peer district comparison data;
- Onsite observations at various cafeterias;
- A community forum; and
- Survey results

**7.2 Organization, Staffing, Policies, and Procedures**

The organizational structure of the district shows food services as being under the administrative direction of the chief financial officer. The food services department is managed by a food services director. There are 10 food services operators. All food services employees

with the exception of part-time staff work an eight-hour shift. The two part-time food services operators work four-hour shifts.

Summerton Early Childhood Center has 2.5 food services operators. St. Paul Elementary has three food services operators and the combined program at Scott's Branch Middle and High School has 3.5 food services operators. The district has one food services manager who is responsible for St. Paul Elementary School. The food services director manages Summerton Early Childhood Center. There is a food services assistant at the high school who manages the food services program and helps with other duties in the food services office.

District board policy adopted in February 1996 states that principals are responsible for the operation of the cafeteria in schools and managers work under the supervision of the principal and the food services supervisors. The policy references the Healthy Hunger-Free Kids Act of 2010, which indicates it has been updated in a past couple of years. The position description for the food services operator (food services worker), and the manager is consistent with district board policy in that positions are supervised by the food services director and principal. Training for district staff is managed by the food services director who is a certified Hazard Analysis Critical Control Point (HACCP) trainer.

The district standard operating procedure is consistent with the federal recommended HACCP procedures. The CSD 1 food services department's mission statement has goals and strategies that are clear and concise. One of the strategies includes work in partnership with the physical education teacher to promote healthy eating. In addition, the district also works with the SNAP nutrition educator from Clemson University and the physical education teacher to teach the basic concept of nutrition and fitness. The program includes a section on healthy eating so that students can learn more about eating and practice what they have learned at home. Health inspections conducted at CSD 1 schools are in good standing with scores ranging between 100 and 98 points for each review.

## **FINDING**

Evidence suggests that additional food safety training is needed in CSD 1.

Food safety training should be conducted each year to ensure that all employees receive satisfactory scores. In August 2013, food services employees were provided HACCP training and received only four satisfactory scores of 74 percent or better. It should be noted that the review conducted in March 2015 by the State Department of Education Office of Health and Nutrition made comments on a food safety incident at the Early Childhood Center. This further suggests that more food safety training is needed for employees.

## **TIER 1 RECOMMENDATION**

### **Recommendation 7-1:**

#### **Coordinate food safety and HACCP training annually for all food services operators.**

The severity of food safety is increased when meals are prepared for children and the elderly who are more susceptible to a foodborne related illness because of their immune systems. It is important that employees understand their roles in providing a safe eating environment for the students.

## IMPLEMENTATION PLAN

1. The food services director will coordinate food safety training using in-house training or will research area to locate an outside trainer.
2. The food services director will establish a date and time for training.
3. The food services director will seek training through a local food safety class offered by Clemson Cooperative Extension or an online food safety class.

## FISCAL IMPACT

Training for all employees attending a local food safety class could cost as much as \$50 per person. Based on the cost per person, the district would need to allocate \$500 for food safety training of all staff.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Coordinate food safety and HACCP training annually for all food services operators	(\$500)	(\$500)	(\$500)	(\$500)	(\$500)

## FINDING

The district's strategy includes working with entities outside of the district to improve the health of the students.

In January 2015, the Summerton Early Childhood Center physical education teacher began collaborating with the SNAP Nutrition Educator from Clemson University to teach nutrition and physical fitness. The program works with the normal physical education program. The intent of the program includes working with families where learned habits can be practiced at home. The program is new and does not have data to determine if it is effective. By the start of school next year, the district should have information to establish if it has been helpful in changing student and community attitudes regarding nutrition and eating healthy.

## COMMENDATION 7-A:

**The district works with outside resources to improve the health of students.**

### **7.3 Planning and Budgeting**

The Healthy Hunger-Free Kids Act of 2010 (HHFKA 2010) overhauled the meal patterns of child nutrition programs adding fresh produce, vegetable categories and whole grains that increased food cost. Smaller school districts like CSD 1 have difficulty managing finances because of these changes. CSD 1 has not seen this as an issue due to some careful planning by their finance team and food services department. The director of finance is responsible for developing the food services annual budget. The food services director understands different levels of program cost and compares commodity and commercial cost to get the better pricing. She also uses a portion of her commodity funds to participate in the commodity Department of Defense Produce Program, where the district can purchase fresh produce using commodity dollars.

The menu pattern revisions also require districts to create multiple menus based on age groups. The caloric intake, sodium levels, and component and entrée servings vary per age group. The requirement of software to evaluate the menu for all age groups is critical. Under the new program regulations, it is almost impossible to list one common menu for all students. **Exhibit 7-3** provides an overview of the caloric and other nutrient restrictions by age group.

### EXHIBIT 7-3 USDA HHFKA 2010 NUTRITION STANDARDS

Final Rule Nutrition Standards in the National School Lunch and School Breakfast Programs – Jan. 2012

Meal Pattern	Breakfast Meal Pattern			Lunch Meal Pattern		
	Grades K-5 <sup>a</sup>	Grades 6-8 <sup>a</sup>	Grades 9-12 <sup>a</sup>	Grades K-5	Grades 6-8	Grades 9-12
	<b>Amount of Food<sup>b</sup> Per Week (Minimum Per Day)</b>					
Fruits (cups) <sup>c,d</sup>	5 (1) <sup>e</sup>	5 (1) <sup>e</sup>	5 (1) <sup>e</sup>	2½ (½)	2½ (½)	5 (1)
Vegetables (cups) <sup>c,d</sup>	0	0	0	3¾ (¾)	3¾ (¾)	5 (1)
Dark green <sup>f</sup>	0	0	0	½	½	½
Red/Orange <sup>f</sup>	0	0	0	¾	¾	1¼
Beans/Peas (Legumes) <sup>f</sup>	0	0	0	½	½	½
Starchy <sup>f</sup>	0	0	0	½	½	½
Other <sup>f,g</sup>	0	0	0	½	½	¾
Additional Veg to Reach Total <sup>h</sup>	0	0	0	1	1	1½
Grains (oz eq) <sup>i</sup>	7-10 (1) <sup>j</sup>	8-10 (1) <sup>j</sup>	9-10 (1) <sup>j</sup>	8-9 (1)	8-10 (1)	10-12 (2)
Meats/Meat Alternates (oz eq)	0 <sup>k</sup>	0 <sup>k</sup>	0 <sup>k</sup>	8-10 (1)	9-10 (1)	10-12 (2)
Fluid milk (cups) <sup>l</sup>	5 (1)	5 (1)	5 (1)	5 (1)	5 (1)	5 (1)
<b>Other Specifications: Daily Amount Based on the Average for a 5-Day Week</b>						
Min-max calories (kcal) <sup>m,n,o</sup>	350-500	400-550	450-600	550-650	600-700	750-850
Saturated fat (% of total calories) <sup>n,o</sup>	< 10	< 10	< 10	< 10	< 10	< 10
Sodium (mg) <sup>n,p</sup>	≤ 430	≤ 470	≤ 500	≤ 640	≤ 710	≤ 740
Trans fat <sup>n,o</sup>	Nutrition label or manufacturer specifications must indicate zero grams of trans fat per serving.					

Source: Federal Register / Vol. 77, No. 17 / 7 CFR Parts 210 and 220 Nutrition Standards for the National School Lunch and School Breakfast Programs; Final Rule

## FINDING

CSD 1 does not have a menu analysis program to evaluate menus served in the child nutrition program. The district has one standard menu for all age groups. There is no distinct difference in the menu developed for elementary, middle, and high schools. The menu does not reflect additional components or alternate entrees to increase calories for students attending the high school.

## TIER 2 RECOMMENDATION

### Recommendation 7-2:

#### **Develop a separate menu for each age group to meet the requirements of National School Lunch Program (NSLP) and School Breakfast (SB) programs.**

The menu for high and middle school students should include different calories from the menu served at the elementary level.

The food services director should create a revised menu to include additional foods for students attending the middle and high schools. The revised menu will need to be analyzed by a certified dietitian or include program software reports to demonstrate that students receive the minimum calories prescribed under the new requirements.

### IMPLEMENTATION PLAN

- |  |
|--|
| 1. The food services director will work with a registered dietitian to develop menu plans that include ample calories to meet the new requirements for all age groups. |
|--|

### FISCAL IMPACT

The cost of this recommendation is based on the anticipated cost for the district to work with a registered dietitian who will assist the director in developing menu plans for all age groups. The cost is based on cost of \$30 per hour with a minimum of 80 hours of labor. After the menu plan is developed, the cost for a dietitian should be reduced by half of the initial fee. The total cost for implementing this recommendation is \$2,400 in the first year and \$1,200 in the next four years for a total of \$7,200 over a five-year period.

Recommendations	Year 1	Year 2	Year 3	Year 4	Year 5
Separate menu for each age group	(\$2,400)	(\$1,200)	(\$1,200)	(\$1,200)	(\$1,200)

### FINDING

A review of the district financial records for the past two years reflect that food services is financially solvent.

CSD 1 ended the 2013-14 school year with \$263,126 as their net position. Based on a review of their expenditures for the same period school year 2013-14, three months' expenditures averaged \$182,000. The difference in the ending balance for the 2013-14 year and the average three month's expenditures reflect a small excess balance of \$81,126 in excess funds. The district should be reminded to use these funds to enhance the program with new equipment or other program needs. In the past years, the district used the excess budget to purchase equipment and to upgrade the high school cafeteria.

Labor is another factor that can cause financial problems in smaller districts. Many smaller districts tend to overstaff programs, making it difficult to operate the food services program in a financially responsible way. Again, this is not an issue for CSD 1 as the meals per labor hour is in line with recommended industry standards. They have not overstaffed units and have made a smart decision to leave a manager position vacant. The food services director has taken the

lead to supervise the food services operators at Summerton Early Childhood Center. The high school is managed by a food services assistant who also handles other assignments in the district office. St. Paul Elementary is the only school with a food services manager on campus.

The meals per labor hour in **Exhibit 7-4** shows that staffing is adequate, and no school is understaffed. The exhibit also provides the staffing standard based on the Kentucky Department of Education meals per labor hour standard.

**EXHIBIT 7-4  
CSD 1 MEALS PER LABOR HOUR**

Clarendon County School District 1 - MPLH February 2015				Kentucky Department of Education Standard		
SCHOOL	Labor Hours	Meal Equivalents	Meals Per Labor Hour	Meal Equivalents	Meals Per Labor Hour	Labor Hours
Summerton Early Childhood	20.00	385	19.23	301-400	14	22-29
St. Paul Elementary	24.00	401	16.69	401-500	14	29-35
Scott's Branch High/Middle	28.00	502	17.91	501-600	15	35-40

Source: Meals per labor hour based on CSD 1 and [education.ky.gov/federal/SCN/documents/Meal Per Labor Hour](http://education.ky.gov/federal/SCN/documents/Meal Per Labor Hour)

**COMMENDATION 7-B:**

**The district manages the food services budget at staffing levels that help the program to remain solvent.**

**FINDING**

CSD 1 uses Heartland Systems Lunchbox Software for point-of-sale functions. The software package includes the Nutrikids nutritional analysis system. The food services director is not comfortable with the software and mentioned that she has difficulty getting technical assistance from Heartland. The director is currently in search of new software although the Heartland programs are relatively new, and she has not had ample time to understand the full operation of the program.

The food services' leadership is dissatisfied with the new software package from Heartlands and is considering purchasing another software package. The district does not use Nutrikids to prepare a nutritional analysis. If the director does not use the system as purchased, additional funds will be required to secure a new system. This is a waste of funding and should be avoided until further examination and training is done in the current software package.

**TIER 2 RECOMMENDATION**

**Recommendation 7-3:**

**Contact Heartlands to get technical assistance on the point of sales data and Nutrikids nutritional analysis systems.**

Because the district purchased the software, technical assistance is often provided at no cost additional cost.

The district food services director should contact the CCSD I MIS person to join the calls. The district MIS liaison will have the knowledge to help work through complicated issues with the

new software. This person will also help the food services director to understand computer jargon.

### **IMPLEMENTATION PLAN**

- |   |
|---|
| 1. The food services director will coordinate with Heartland a time and date for additional training with the assistance of the district MIS staff. |
|---|

### **FISCAL IMPACT**

There is no fiscal impact associated with this recommendation, as technical assistance fees are provided in the overall cost of the current package and annual fees.

### **7.4 Nutrition, Nutrition Education, and Student Participation**

Summerton Early Childhood Center has a recess program where students are allowed outside play just after the lunch period. Although this is a positive move, it may not benefit the students. Recent studies conducted by Cornell and Brigham Young Universities found that children benefit more if recess is held before lunch. Students eat more fruits and are more likely to try vegetables. The studies found that fruit and vegetable consumption could increase by 54 percent when recess is done before lunch. When recess is scheduled after lunch, students hurry to finish eating, leaving much of their food.

### **FINDING**

Summerton Early Childhood Center has implemented a recess program whereby students receive an opportunity to exercise during the school day. The recess program currently operates after lunch. Studies show the program is beneficial to students when students are allowed recess time before lunch.

### **TIER 1 RECOMMENDATION**

#### **Recommendation 7-4:**

**Amend the current recess schedule and allow students to take recess prior to lunch to encourage an increase in the consumption of fruits and vegetables.**

### **IMPLEMENTATION PLAN**

- |   |
|---|
| 1. The food services director will work with school administration and revise the lunch serving time as needed to implement the recommendation. |
| 2. The district will document and track the consumption of fruits and vegetables with the changed lunch and recess schedule.                    |

### **FISCAL IMPACT**

There is no cost associated with this recommendation.

## CHAPTER 8.0: TECHNOLOGY USE AND MANAGEMENT

This chapter presents findings, commendations, and recommendations relating to the district technology use and management at the Clarendon School District 1 (CSD 1). 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 CSD 1 technology department provides quality network support and hardware with high availability time in its pursuit to deliver access to digital resources for student learning, faculty preparation and administrative computing. 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:

- CSD 1 has embraced the free Microsoft Office suite of tools that includes student email and anytime/anywhere access to documents. (Page 8-11)
- The district refurbishes old computers that are no longer useful in the classroom and provides them to community members. (Page 8-12)
- The district dedicates time and resources to work collaboratively with university, government and private partners toward improving the academic program for students and skills for faculty. (Page 8-15)

While there are many best practices in the organization and management of the district, certain efficiencies and improvements are suggested in recommendations. Each of the 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.

Though the technology team at CSD 1 delivers satisfactory services and possesses equipment necessary for the district to function, certain improvements are needed. Based upon a document review, on-site visits, focus groups and interviews, this report contains the following recommendations:

- Collaborate with other districts in the area to obtain qualified technical support resources on a part-time shared basis. Tier 1 (Page 8-7)
- Identify a suitable location for the data center and consolidate the necessary core IT equipment and support staff. Tier 1 (Page 8-10)
- Develop, implement, and test on a regular basis a comprehensive disaster recovery and business continuity plan and address critical infrastructure needs as a priority to reduce risk. Tier 1 (Page 8-13)
- Implement 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 8-17)
- Regularly convene the technology committee with a clear and documented focus on the use of technology as a learning tool. Tier 3 (Page 8-21)
- Establish a student technician team to assist with technology support. Tier 3 (Page 8-23)

### **Survey Results Related to Technology**

Complete results for this section can be found in **Exhibit 8-1** below. The entire survey is in **Appendix 1**. Highlights for technology services include:

- Overall, respondents felt they understand how to use technology as it relates to their job functions (M=4.67).
- School (M=4.83) and district administrators (M=4.29) more strongly agreed that students have regular access to computer equipment and software in the classroom in comparison with teachers (M=3.45).
- Respondents agreed that district staff have easy access to internet (M=4.61) and that the district has adequate bandwidth to ensure maximum use of the internet (M=4.30) suggesting that these were areas where the district is especially efficient.

### **EXHIBIT 8-1 CSD 1 TECHNOLOGY SURVEY RESULTS**

<b>VARIABLE</b>	<b>TOTAL</b>	<b>TEACHER</b>	<b>SCHOOL ADMINISTRATOR</b>	<b>DISTRICT ADMINISTRATOR</b>
I understand how to use technology as it relates to my job functions	4.67	4.61	4.83	5.00
District wide, the district is up-to-date technologically	3.87	3.72	4.33	4.38
The district has adequate technology to support its operations	3.80	3.83	3.83	3.50
When necessary, the district's technology equipment is quickly repaired or serviced	3.10	3.13	3.33	2.63

VARIABLE	TOTAL	TEACHER	SCHOOL ADMINISTRATOR	DISTRICT ADMINISTRATOR
The district has effective technology support when computers malfunction	3.37	3.35	4.00	3.00
I have adequate equipment and computer support to conduct my work	3.79	3.64	4.50	4.25
The district's technology equipment is often used past its useful lifespan <sup>a</sup>	2.94	2.89	3.00	3.25
The district website is a useful tool for staff, parents, and students	3.96	3.94	4.33	3.71
Students have regular access to computer equipment and software in the classroom	3.67	3.45	4.83	4.29
District staff have easy access to internet	4.61	4.56	4.83	4.75
The district has adequate bandwidth to ensure maximum use of the internet	4.30	4.23	4.50	4.50
Overall, teachers are effectively utilizing technology as part of instruction	3.98	4.04	4.17	3.33

Source: Tidwell & Associates, Inc. 2015.

Note: M=Average. Items in this section are rated on a five-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. <sup>a</sup> Items 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. A net savings of \$114,083 could be realized over a five-year period should the district choose to implement the recommendations.

**EXHIBIT 8-2  
FISCAL IMPACT OF CHAPTER 8  
TECHNOLOGY USE AND MANAGEMENT**

<b>Recommendation</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>
Collaborative technical support program	(\$15,000)	\$10,000	\$10,000	\$10,000	\$10,000
Relocate data center and support staff	\$5,000	\$0	\$0	\$0	\$0
Disaster recovery & IaaS/SaaS	(\$10,000)	\$0	\$20,000	\$0	\$0
E-Rate strategy	(\$10,559)	\$14,464	\$14,586	\$9,896	\$9,896
Technology committee	\$0	\$0	\$0	\$0	\$0
Student technology support	(\$3,200)	\$9,000	\$10,000	\$10,000	\$10,000
<b>NET COST/SAVINGS</b>	<b>(\$33,759)</b>	<b>\$33,464</b>	<b>\$54,586</b>	<b>\$29,896</b>	<b>\$29,896</b>

**8.1 Introduction, Methodology, and Peer District Comparisons**

Based on similar criteria, peer districts for this study were selected and include Florence 4, Allendale, and Barnwell 19. 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. Some of the comparative data used is extracted from the South Carolina Department of Education (SCDOE) website.

Comparing district support structures, (Exhibit 8-3) CSD 1 is in the middle in the support to staff ratio and is well within the range of both peer districts, and other districts in South Carolina. This ratio explains the overall favorable rating for technology support found in Exhibit 8-4.

**EXHIBIT 8-3  
COMPARISON OF PEER DISTRICTS**

<b>PEER DISTRICTS</b>	<b>TOTAL TECH STAFF</b>	<b>OTHER TECH STAFF</b>	<b>CONTRACT SUPPORT</b>	<b>STUDENTS</b>	<b>TOTAL TEACHERS</b>	<b>TOTAL STAFF (INCLUDES TEACHERS)</b>	<b>TECH TO STAFF</b>
Florence 4	1		NA	649	47	82	1.2%
Barnwell 19	1.8	1	Yes	713	61	109	2.6%
Clarendon 1	2		Yes	831	61	97	2.1%
McCormick 1	3		NA	820	63	123	2.4%

Source: Tidwell & Associates, Inc. 2015

**EXHIBIT 8-4  
TECHNOLOGY SURVEY RESULTS**

<b>VARIABLE</b>	<b>TOTAL</b>	<b>TEACHER</b>	<b>SCHOOL ADMINISTRATOR</b>	<b>DISTRICT ADMINISTRATOR</b>
When necessary, the district's technology equipment is quickly repaired or serviced	3.10	3.13	3.33	2.63

Source: Tidwell & Associates, Inc. 2015.

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**

The IT department consists of a full-time director of technology who reports directly to the superintendent. In addition, there is a full-time finance and SIS assistant and an attendance clerk/technology liaison located at the high school. The IT office is located in the former high school which no longer functions as a learning facility. Based on our document review and interviews, the district does not have an instructional technology position. Instruction was not part of our work plan as specified by EOC, but we would highly recommend this area be addressed.

The computer equipment is standardized on Dell technology. Most classrooms have two or three desktop computers. All teachers and most teacher assistants are issued a laptop computer. The IT budget is about \$90,000 per year including line items for technology services at \$30,000, supplies at \$37,900 and computer equipment at \$20,000. The IT director provides all support for the infrastructure including the network, switches, desktops, laptops, and classroom technology. The district contracts for some support services through a third party company for example in 2014 services totaling \$32,781 with ANCGROUP, Inc. and \$5,326 with E-Rate Solutions Inc.

The district is moving away from interactive whiteboard technology to smart-TV which is a 70-inch LCD with active touch screen. All classrooms have been updated with the exception of the elementary school classrooms which will be updated when funding is available.

The district IT uses a product called Level Data<sup>1</sup> to integrate the student information system with the district's centralized network directory service, i.e. Active Directory<sup>2</sup>. There are active directory domain controllers at all school sites. The free Microsoft 365 service is linked to active directory and is used to provide E-mail to all faculty, staff and students. There is a movement toward leveraging the Microsoft 365 service and implementing an online life-cycle classroom management system built around SharePoint<sup>3</sup> services.

## **FINDING**

The district does not have adequate local technology support for the end-user.

The director of technology is the sole person responsible for maintaining and supporting the entire IT environment including the network, desktops, laptops, and servers. Most of the effort on a daily basis is in support of the end-user needs, reacting to issues as they are identified. The IT director is functioning in a lower level support role even though his skills, pay grade, and job requirements are at a much higher level. Most users in the district have the IT director's cell phone number and will call for issues of all types. Often, these do not get entered into the helpdesk system and therefore a true assessment of the volume and type of support is not available. The IT director uses advanced support tools such as Lynx which creates a video link as well as taking control of the remote desktop but the need for additional support reveals itself in the survey results which indicate the users report a need for faster turn-around for IT support requests.

The end-user support requests that require an entry level technology skill set should be aligned with a lower-cost and appropriately skilled IT resource. This change would provide efficiency and return on investment by allowing the IT director time to address larger, critical and more complex technology needs. For example, there is a critical need to back up the servers and the district's data is at risk. This is addressed in Recommendation 8-3.

**Exhibit 8-5** details the current organizational structure of technology-associated personnel and includes those concerned with the infrastructure, maintenance, and support.

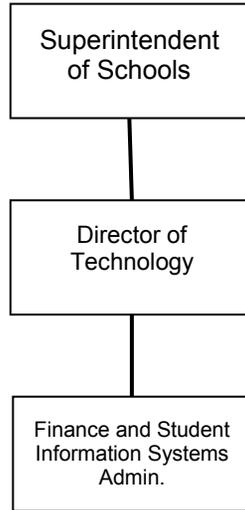
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<sup>1</sup> Level Data provides a solution that facilitates the data movement between educational and business systems.

<sup>2</sup> Microsoft Active Directory is a central database that stores network, user, and device information.

<sup>3</sup> SharePoint is a web application framework and platform developed by Microsoft. First launched in 2001, SharePoint integrates intranet, content management, and document management. SharePoint is mostly used by midsize businesses and large departments. Downloaded May 8, 2015 from [www.wikipedia.com](http://www.wikipedia.com)

**EXHIBIT 8-5  
CURRENT TECHNOLOGY DEPARTMENT ORGANIZATIONAL CHART**



Source: Clarendon School District One, Technology department, 2015.

**TIER 1 RECOMMENDATION**

**RECOMMENDATION 8-1:**

**Collaborate with other districts in the area to obtain qualified technical support resources on a part-time shared basis.**

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.

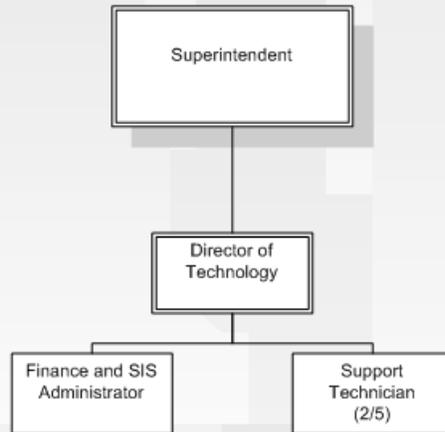
The district should consider a shared resource with another district and share the costs for a full-time technical support resource.

The district should be able to obtain two days of technical support shared with another district. The district may be able to fund this position through E-rate, however, since the filing window has closed 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.

**Exhibit 8-6** shows graphically the proposed technology department organization. This adds the new 2/5 FTE support technician providing 16 hours of support per week.

## EXHIBIT 8-6

# Clarendon One Proposed Technology Organization



Source: Tidwell & Associates, Inc. 2015.

### 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 director of technology will use E-Rate Category 2 funds to support the position in year 2-5.

### FISCAL IMPACT

According to salary.com<sup>4</sup> the median annual salary for a Network Administrator is \$56,516. If CSD 1 could find a district willing to collaborate on sharing a network support technician, 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.

This expense for this position for years 2-5 is shown in **Exhibit 8-11**. There will be a need to follow E-Rate guidelines to contract for the position while meeting competitive bidding requirements. The district should be able to obtain (through this process) a more regular schedule of onsite technical support.

<sup>4</sup> As downloaded April 12, 2015 <http://www1.salary.com/Network-Administrator-I-salary.html>

<b>Recommendation</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>
Shared technician with a neighboring district	(\$25,000)	\$0	\$0	\$0	\$0
Contractor support reductions	\$10,000	\$10,000	\$10,000	\$10,000	\$10,000
<b>TOTAL COSTS/SAVINGS</b>	<b>(\$15,000)</b>	<b>\$10,000</b>	<b>\$10,000</b>	<b>\$10,000</b>	<b>\$10,000</b>

Source: Tidwell & Associates, Inc. 2015.

### **8.3 Network and Operations**

#### **FINDING**

The district's data center facilities are not up to basic standards for operation and IT staff are located off-site in an old closed school facility

The IT department maintains a variety of servers and core network equipment located in two locations in the district. The main data center is a small room in the Cultural Arts Center. This room is unsuitable to function as the district's data center. The location does not have adequate physical security including high risk of theft/vandalism due to external exposure with windows. The location also did not have a security system with monitoring and notification. The room has recently suffered from a leaky roof (see **Exhibit 8-7**) which the source of the leak was repaired, but water damage to the room such as the floor and ceiling was not repaired. This environment does not have adequate HVAC, fire detection/prevention, and electrical power.

#### **EXHIBIT 8-7 CSD 1 DATA CENTER SHOWING WATER DAMAGE**



Source: CSD 1, 2015.

The second location is in the district office including a full rack of equipment that is unsecure and exposed to a public area, as well as additional equipment located in an old coat closet that is open and exposed. Also observed was various pieces of equipment located on the floor in a hallway, including the district's financial system server. Exposing the core of the district's network without any protection is a serious risk. In addition, there is a large amount of network and server equipment that is no longer in service which should be removed and disposed of properly. In addition, documentation provided does not describe the network and server

environment should there be a problem requiring service or support. In a small district, it is common for a single person to have much of the knowledge about the environment, however, this is a risk should an issue occur when the person is not available or leaves the district.

The IT department will continue to require a staging and warehouse area for technology to store new incoming equipment as well as provide repair and maintenance and placement of old outdated technology that is being recycled.

## **TIER 1 RECOMMENDATION**

### **RECOMMENDATION 8-2:**

#### **Identify a suitable location for the district's data center and consolidate the necessary core IT equipment and support staff.**

The advent of cloud computing has diminished the need for a large investment in a sophisticated and high-end data center for the small school district such as CSD 1. As the district requires new servers, it should consider Infrastructure as a Service (IaaS), providing a cloud and usage based server service, rather than large capital costs associated with owning its own server infrastructure. That being said, there still remains a need to maintain some core and critical servers and network components in the district facilities. As critical equipment, the district must provide a suitable environment with appropriate HVAC, power, and security.

The hub site for the district's network is located at the district office. Core network equipment must remain to service the interconnection of the various fiber and telecommunications services. However, critical information systems can be relocated while maintaining adequate access over the network. There is a need for documentation and labeling of the network throughout the district. In addition quality uninterruptable power supply (UPS) equipment is needed to support the core equipment.

The district should consider moving the data center to the high school along with creating space for the IT director, finance and SIS administrator and future technical support resources. Consider the back room of the library/media center where the district currently stores outdated computers and equipment. By locating the staff as well as the data center in the high school, the IT resources will be closer to the user with more visibility.

## **IMPLEMENTATION PLAN**

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|--|
| 1. The technology director must locate and secure a suitable space for the future IT office and datacenter.<br>a. Develop the requirements for the space<br>b. Assure at a minimum adequate power including UPS, Network connectivity.<br>c. Provide increased visibility through locating in an active school facility. |
| 2. The technology director will relocate active data center equipment to the new location.   |
| 3. The technology director will relocate the service and support to the new location.  |

## FISCAL IMPACT

The cost for this is minimal and can be provided by the district resources. The savings shown is in cost avoidance of the need to rehab the current space. It is assumed that a suitable location can be found that can be adapted to meet the needs of the data center. Based on the reduction of footprint of the data center, large capital investment in facility infrastructure is not recommended at this time.

<b>Recommendation</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>
Cost avoidance of for data center work needed. Includes estimate for HVAC, security, electrical and other improvements at current location	\$15,000	\$0	\$0	\$0	\$0
Electrical and data/wiring needed at new location	(\$10,000)	\$0	\$0	\$0	\$0
<b>TOTAL SAVINGS</b>	<b>\$5,000</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>

### 8.4 Hardware and Software

#### FINDING

The last five years has been exceptional in the proliferation of services available to teachers and students. This trend has had a tremendous impact on what had been the standard method of managing documents for school districts. CSD 1 has embraced the future of document management by its implementation of Microsoft Office 365. This has allowed the district to utilize cloud-based resources, so that everyone in the district can create, collaborate and access any document at any time of the day from any web connected device. By maintaining existing licensing costs for district Office applications, students are provided with a full version of Microsoft Office to be installed on up to five PCs or Macs and on other mobile devices, including Android, iPad®, and Windows tablets. The district is now planning a classroom management system built around the included and free Microsoft SharePoint service supporting life-cycle classroom management including teacher/student collaboration, class sites with calendar, assignments with turn-in, discussion boards and more.

#### COMMENDATION 8-A:

**The district has embraced the free Microsoft Office suite of tools that includes student email and anytime/anywhere access to documents.**

#### FINDING

The district has a unique program for increasing community involvement while providing an effective means to reduce the aging computer inventory that is no longer usable in the classroom and unable to be supported. The district IT Director has the needed skills to refurbish old computers to perform basic tasks such as light web browsing and basic document

management. The district administration has used the refurbished computers as door prizes to encourage parent and community support and attendance at various events. At the open community house for this study, 10 computers were given away to help boost participation. The program has been well received and has provided community members who cannot afford a computer the opportunity to own a computer donated through the program.

#### **COMMENDATION 8-B:**

**The district refurbishes old computers that are no longer useful in the classroom and provides them to community members.**

#### **FINDING**

The district's disaster recovery and business continuity plan is not formalized, written, and tested on a regular basis.

Based on interviews and documentation reviews, the disaster recovery and business continuity plan (DR/BC) for the district is being minimally addressed. Key network infrastructure components are functioning as single points of failure. A comprehensive disaster recovery and business continuity plan is not in place and what does exist is not tested on a regular basis. There is evidence of the understanding and criticality of data backups and the district recently purchased a Unitrend system to address this area; however, as of the date of our visit it had not been implemented.

The district's technology plan identifies the need to develop and implement a disaster recovery plan under objective 5.4 "the school district will implement a disaster recovery plan for all points of failure in the LANs and WANs, including redundant data storage, robust automated backup, and immediate hardware recovery."

The current approach and minimal planning does not address the comprehensive planning that is needed. For example, it is unclear based on the current plan if all systems and services provided by CSD 1 are covered and for what potential risk, (i.e. hardware failure, software updates, security, virus infection, user error, etc.). Also, during a service impacting incident, it is unclear what the recovery time objectives (RTO) are and which services are priorities for restoration.

In addition to the new data center and addressing the needs of the data center in Recommendation 8.2, the following are areas to be considered as priority:

- Implement the Unitrends system that has already been purchased.
- Uninterruptable Power Supplies (UPS) located in data closets throughout the district and data center.
- Single points of failure in the core network.

The district's core data center is inadequate and, from an environmental perspective, is not up to minimal standards. Key components in the infrastructure also present single points of failure with the potential to create long-term outages of Internet access and service delivery. The

district does have some virtualized servers<sup>5</sup>. However, there are a significant number of standalone servers being purchased that may best be delivered as part of virtualized services. The district has done a good job of adopting cloud services and this practice should continue. This can lead to reducing risk and serve as a component of the long-term strategy.

## TIER 1 RECOMMENDATION

### RECOMMENDATION 8-3:

**Develop, implement, and test on a regular basis a comprehensive disaster recovery and business continuity plan and address critical infrastructure needs as a priority to reduce risk.**

Developing a DR/BC plan that is specifically suited to CSD 1 is a necessary and vital component of IT operations. The disaster recovery plan begins with a complete understanding of the hardware and software assets of the district, the relative business priority of these assets, and how these assets relate to the service used and consumed by the user. In addition, the underpinning service level agreements (SLA) determine the extent to which the district can guarantee recovery for each asset and how this impacts and defines the recovery time objectives (RTO). The DR/BC must include a risk assessment (RA) and also consider the patterns of business activity (PBA); for example online testing periods may require a higher service level agreement which must be incorporated into the overall plan. Also consider E-Rate for support of UPS replacement/upgrades using Category 2 funds. In reality the DR plan should be to adopt an Infrastructure as a Service strategy and eliminate all future server purchases.

If the district does not have the internal capacity to implement this recommendation, they should immediately hire a consultant to take the district through the development of the disaster recovery and business continuity plan.

## IMPLEMENTATION PLAN

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| 1. The technology director must address the data center as it is necessary to address the environmental issues identified including appropriate physical security access, flooring, fire detection/prevention, and power that are not appropriate for a proper data center environment. (See Recommendation 8-2.)  |
| 2. The district should consider the value of Infrastructure as a Service (IaaS) in lieu of the significant capital investment that may be required for the construction or renovation of the district data center environment.   |
| 3. The technology will identify the costs for a “do it yourself” approach including understanding of the actual data center requirement (and costs to achieve this) as well as current and future capital investments in server hardware, virtualization technology, software, training, maintenance, and operational support. For critical network and infrastructure identified in the DR planning, invest in the adding higher levels of reliability where needed. This includes UPS in all data closets as well. |

<sup>5</sup> Virtualized servers are software based servers presenting themselves to the operating system as the physical hardware they are running on. By creating a middle layer (between the physical hardware and the operating system), the virtual servers are able to be managed separate from the actual physical hardware. This technology also offers the opportunity to run multiple operating system instances on the same hardware.

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|--|
| 4. The technology director will consider future acquisition of the needed infrastructure through IaaS and also Software as a Service (SaaS) and compare this with the build and operate model. For example, expanding on the free Microsoft Office 365 is a good example of leveraging SaaS to reduce costs for delivery of E-Mail and document management services. |
| 5. Continue to minimize the data center footprint and migrate to IaaS if the strategy is adopted within the district.  |

**FISCAL IMPACT**

If the district develops, implements, and tests a comprehensive disaster recovery and business continuity plan internally, it is estimated to take approximately two weeks. However, if a technology consultant is hired to conduct the work, it would cost the district approximately \$10,000 to support development of the plan over the course of two months. At a minimum the DR/BC plan should address single points of failure in the network, inadequate Uninterruptible Power Supply (UPS) at all data closets, increased reliance in the core switching, and clustered/increased service levels for the firewall. Savings from data center cost avoidance including lower electricity, cooling and security needs includes the estimated net savings of \$10,000 resulting from the reduced capital investments needed to address critical data center physical and environmental upgrades, as well as reduced server refresh investment (\$40,000 in Year 2 for new servers, storage, software, and IaaS) and reduced operating costs (\$20,000 per year starting in Year 4), including reduced need for staff to support the infrastructure and lower, HVAC, Electric, etc. as a result of IaaS adoption. Data center relocation and cost for data center & IaaS includes funds to immediately address (\$10,000 in Year 1) the critical data center and an estimated investment (\$10,000 in Year 2 & 3) with annual budget increases year / year in year 4 to support new IaaS services.

<b>Recommendation</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>
Savings from data center cost avoidance	\$0	\$10,000	\$40,000	\$20,000	\$20,000
IaaS and SaaS costs	(\$10,000)	(\$10,000)	(\$20,000)	(\$20,000)	(\$20,000)
<b>COST/SAVINGS</b>	<b>(\$10,000)</b>	<b>\$0</b>	<b>\$20,000</b>	<b>\$0</b>	<b>\$0</b>

**8.5 Administrative**

**FINDING**

In 2011, The Riley Institute at Furman University was part of a team that won a competitive Investing in Innovation (i3) grant totaling approximately \$3 million to provide CSD 1 and select other districts with approximately 600 hours of professional development and coaching, an integrated online learning platform and some technology infrastructure support. The goal of the grant was to provide students with 21<sup>st</sup> century skills for the future workplace, with a focus on analytical and critical thinking, problem-solving, and collaboration skills.

This project resulted in a collaboration between Scott’s Branch High School and New Tech Network Science, Technology, Engineering and Math (STEM) School with the goal of transforming “...the school into an innovative learning environment and to ensure that students

have the skills, traits and knowledge needed to succeed in postsecondary education, career and civic life.”<sup>6</sup>

#### **COMMENDATION 8-C:**

**The district dedicates time and resources to work collaboratively with university, government, and private partners toward improving the academic program for students and skills for faculty.**

#### **FINDING**

CSD 1 has not benefited from E-rate for Internal Connections, however, with E-rate modernization, a new funding opportunity will be available for support of Internal Connections and support. E-Rate modernization will impact the district’s Information Technology budget. New rules in the program include a per-pupil funding the district can receive for internal connections infrastructure projects. CSD 1 has attempted funding in this category and has been denied in all cases for the same reason, i.e. “Given Program demand, the funding cap will not provide for Internal Connections and/or Basic Maintenance of Internal Connections at your approved discount level to be funded.” This is a very common denial and results when the funds available are insufficient for the funds requested. The district has smartly applied every year anyway as the FCC may decide to approve all funding in Priority 2 without prior notice. Since the 2012 funding year, CSD 1 has not received any Internal Connections funding from E-Rate.

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 8-8** below is a summary of all E-Rate filings and results for filings from 2012 through 2015 for CSD 1. 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).

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<sup>6</sup>Schaffhauser, Dian. "SC District To Open Project-Based Learning High School." South Carolina District To Open Project-Based Learning High School -- THE Journal. THE Journal, 14 Jan. 2014. Web. 16 Apr. 2015.

**EXHIBIT 8-8  
CLARENDON ONE E-RATE FILINGS AND RESULTS 2012-15**

Clarendon One E-Rate	Sum of Orig Total Cost	Sum of Orig Commitment Request	Sum of Committed Amount	Sum of Total Authorized Disbursement
<b>2012</b>	\$ 96,808.17	\$ 81,622.63	\$ 23,279.98	\$ 22,131.79
<b>INTERNAL CONNECTIONS</b>	\$ 37,149.65	\$ 29,719.72	\$ -	
Applied Network Consulting Group	\$ 30,833.59	\$ 24,666.87	\$ -	
CNIC, Inc.	\$ 6,316.06	\$ 5,052.85	\$ -	
<b>INTERNAL CONNECTIONS MNT</b>	\$ 32,899.92	\$ 28,622.93	\$ -	
Applied Network Consulting Group	\$ 32,899.92	\$ 28,622.93	\$ -	
<b>INTERNET ACCESS</b>	\$ 10,594.36	\$ 9,217.09	\$ 9,217.09	\$ 9,217.09
eChalk Inc.	\$ 10,594.36	\$ 9,217.09	\$ 9,217.09	\$ 9,217.09
<b>TELCOMM SERVICES</b>	\$ 16,164.24	\$ 14,062.89	\$ 14,062.89	\$ 12,914.70
AT&T Mobility	\$ 1,319.76	\$ 1,148.19	\$ 1,148.19	
Farmers Telephone Cooperative, Inc.	\$ 14,844.48	\$ 12,914.70	\$ 12,914.70	\$ 12,914.70
<b>2013</b>	\$ 82,037.35	\$ 73,833.61	\$ 24,883.98	\$ 24,517.92
<b>INTERNAL CONNECTIONS</b>	\$ 54,388.48	\$ 48,949.63	\$ -	
Applied Network Consulting Group	\$ 32,550.00	\$ 29,295.00	\$ -	
Converged Networks, LLC	\$ 21,838.48	\$ 19,654.63	\$ -	
<b>INTERNET ACCESS</b>	\$ 4,663.95	\$ 4,197.56	\$ 4,197.56	\$ 4,197.56
Interactive Educational Services, Inc.	\$ 4,663.95	\$ 4,197.56	\$ 4,197.56	\$ 4,197.56
<b>TELCOMM SERVICES</b>	\$ 22,984.92	\$ 20,686.42	\$ 20,686.42	\$ 20,320.36
AT&T Mobility	\$ 2,762.16	\$ 2,485.94	\$ 2,485.94	\$ 2,119.88
Farmers Telephone Cooperative, Inc.	\$ 20,222.76	\$ 18,200.48	\$ 18,200.48	\$ 18,200.48
<b>2014</b>	\$ 141,733.13	\$ 127,559.82	\$ 34,294.80	\$ 2,142.00
<b>INTERNAL CONNECTIONS</b>	\$ 61,777.79	\$ 55,600.02	\$ -	
Applied Network Consulting Group	\$ 15,619.91	\$ 14,057.92	\$ -	
Converged Networks, LLC	\$ 36,782.94	\$ 33,104.65	\$ -	
NetSource ET, llc	\$ 9,374.94	\$ 8,437.45	\$ -	
<b>INTERNAL CONNECTIONS MNT</b>	\$ 41,850.00	\$ 37,665.00	\$ -	
Applied Network Consulting Group	\$ 41,850.00	\$ 37,665.00	\$ -	
<b>INTERNET ACCESS</b>	\$ 3,320.10	\$ 2,988.09	\$ 2,988.09	\$ 2,142.00
Interactive Educational Services, Inc.	\$ 3,320.10	\$ 2,988.09	\$ 2,988.09	\$ 2,142.00
<b>TELCOMM SERVICES</b>	\$ 34,785.24	\$ 31,306.71	\$ 31,306.71	
AT&T Mobility	\$ 7,298.28	\$ 6,568.45	\$ 6,568.45	
Farmers Telephone Cooperative, Inc.	\$ 27,486.96	\$ 24,738.26	\$ 24,738.26	
<b>2015</b>	\$ 28,425.96	\$ 19,898.17		
<b>(blank)</b>	\$ 28,425.96	\$ 19,898.17		
GUILFORD COMMUNICATIONS INC	\$ 28,425.96	\$ 19,898.17		
<b>Grand Total</b>	\$ 349,004.61	\$ 302,914.23	\$ 82,458.76	\$ 48,791.71

Source: E-Rate funding data as download from [www.usac.org](http://www.usac.org) April 9, 2015.

Note the 2015 funding year is still open for filing and may not represent the final figures for the 2015 funding year.

The E-Rate is a program managed by the Federal Communications Commission (FCC) Schools and Libraries Division (SLD) which 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 Clarendon One. In addition 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.<sup>7</sup>

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

<sup>7</sup> <http://www.fcc.gov/guides/universal-service-program-schools-and-libraries> March 21, 2015

“Category 2” for network-related services and equipment inside of the district school facilities. For Clarendon One, 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 and over a five year funding period. Category 2 includes support in areas such as internal networks, including Wi-Fi infrastructure<sup>8</sup>.

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, (i.e. Telecomm Services and Internet Access). For the year 2014, the district’s Priority 1 services cost is estimated at an out of out-of-pocket expense of \$3,800 and with E-Rate support of about \$34,204 for a total cost of Priority 1 services of \$38,005. 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 percent per year until eliminated and others are being eliminated for funding completely. For CSD 1 beginning in the budget year starting July 1, 2015 the loss in funding support (based on anticipated filings for Category 1 services in 2015) due to E-Rate modernization is about \$16,259.30.

Under Category 2 and E-Rate modernization, CSD 1 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 and 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 796 this equates to support for about \$119,400 in projects with about \$107,460 in E-Rate funding provided. The district will need to provide their share of (10% or \$11,940) in out-of-pocket spending to receive the available funding.

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 additional capacity is not needed. 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 capacity for the state directly who files on behalf of the schools receiving about \$25M in E-Rate funding for Internet and Wide Area Networks services. Currently the contract awarded by the state of South Carolina is for services provided by the South Carolina Net DBA Spirit Telecom.

## **TIER 1 RECOMMENDATION**

### **RECOMMENDATION 8-4:**

**Implement 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’s filings and without any changes in services the district is facing a \$124,318 reduction in E-Rate funding over the next five years as shown below in **Exhibit 8-9**.

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<sup>8</sup> Additional information can be found at <http://www.fcc.gov/page/summary-E-Rate-modernization-order>.

**EXHIBIT 8-9**  
**CLARENDON ONE ANTICIPATED CATEGORY 1 E-RATE FUNDING REDUCTION**

Erate Funding Reduction	
Year 1	\$ (12,409.30)
Year 2	\$ (18,636.50)
Year 3	\$ (24,863.70)
Year 4	\$ (34,204.50)
Year 5	\$ (34,204.50)
<b>Total</b>	<b>\$ (124,318.50)</b>

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 reduction / elimination of unnecessary Category 1 services.

We have developed the following cost reduction strategy in **Exhibit 8-10** and have calculated the effect of this in **Exhibit 8-11**. The resulting strategy will still require a budget increase for Category 1 services of about \$10,599 in 2015, for a total of \$14,359. Budget increases will still be necessary in years 4 and 5 of about \$3,000 per year. Even under our recommended strategy, the district still faces about \$58,660 in new out-of-pocket cost to the district. Without any changes the district must plan for about \$125,000 in increased out-of-pocket costs. Note that the cost reductions shown in **Exhibit 8-10** are per year and are cumulative.

**EXHIBIT 8-10**  
**RECOMMENDED MINIMUM COST REDUCTIONS**

Recommended Cost Reductions	
Category 1 Area	Annual Reductions
Telco Year 1	\$ (4,000.00)
Cell Phone Year 1	\$ (1,000.00)
Web Hosting Year 1	-
Telco Year 2	\$ (5,000.00)
Cell Phone Year 2	\$ (1,000.00)
Web Hosting Year 2	\$ (3,220.00)
Telco Year 3	\$ (5,000.00)
Cell Phone Year 3	\$ (1,000.00)
Web Hosting Year 3	-

Source: Tidwell & Associates, Inc. 2015.

**EXHIBIT 8-11  
IT ERATE BUDGET WITH STRATEGY APPLIED**

Total Telco Costs Cat-1	\$ 33,005.00	\$ 23,785.00	\$ 17,785.00	\$ 17,785.00	\$ 17,785.00
E-rate Strategy Telecom Cat-1 (reductions)	\$ (5,000.00)	\$ (14,220.00)	\$ (20,220.00)	\$ (20,220.00)	\$ (20,220.00)
Recommendation	YEAR 1	YEAR 2	YEAR 3	YEAR 4	Year 5
Current Budget for E-rate Elig Services	\$ 3,800.50	\$ 3,800.50	\$ 3,800.50	\$ 3,800.50	\$ 3,800.50
Out of Pocket Increase Cat 1 Doing Nothing	\$ (16,209.80)	\$ (22,437.00)	\$ (28,664.20)	\$ (38,005.00)	\$ (38,005.00)
E-rate Strategy ROI Cat-1	\$ 1,850.00	\$ 9,220.00	\$ 15,570.00	\$ 20,220.00	\$ 20,220.00
Telco Consultant	\$ -	\$ -			
Sub Total Cat-1 i.e. Budget Increase	\$ (10,559.30)	\$ (9,416.50)	\$ (9,293.70)	\$ (13,984.50)	\$ (13,984.50)
District Share of E-rate services Cat-2		\$ (2,985.00)	\$ (2,985.00)	\$ (2,985.00)	\$ (2,985.00)
E-rate Funding Cat-2		\$ 26,865.00	\$ 26,865.00	\$ 26,865.00	\$ 26,865.00
Sub Total Cat 2	\$ -	\$ 23,880.00	\$ 23,880.00	\$ 23,880.00	\$ 23,880.00
Total Cost /Savings	\$ (10,559.30)	\$ 14,463.50	\$ 14,586.30	\$ 9,895.50	\$ 9,895.50

Source: Tidwell and Associates, Inc. technology consultants, Federal Communications Commission, 2015.

The district should get aggressive and work 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<sup>9</sup> (SIP) services. It may be necessary to conduct and bid 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 support resources has created delays in the technology director's ability to provide end user support.

**IMPLEMENTATION PLAN**

- |  |
|--|
| <p>1. The director of technology will develop a 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"> <li>a. Immediately address the necessary cost reductions in telephone and cell phone and eliminate the contract for web hosting services in Category 1</li> <li>b. Develop a plan to reduce access to the public switched network through leveraging the VoIP service with migration off legacy telco services and integration of SIP connection.</li> </ul> |

<sup>9</sup> Session Initiation Protocol is a common standard that provides the signaling and control mechanisms enabling the capability to provide telephone calls over the Internet.

- |   |
|---|
| <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"> <li>a. Continue to reduce voice telecommunications costs</li> <li>b. Continue cell phone cost reductions</li> <li>c. Apply and receive category 2 funding in support of the Wi-Fi network.</li> </ul> |
| <p>4. The director of technology in Year 3 will continue to reduce costs for Category 1 services</p> <ul style="list-style-type: none"> <li>a. Continue to reduce voice telecommunications costs</li> <li>b. Continue cell phone cost reductions</li> </ul>   |

## **FISCAL IMPACT**

E-Rate funding is provided by the Federal Communications Commission 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 796 students this is \$119,400 in projects and E-Rate funding to support them of about \$107,460. Category 1 funding is based on usage and is now being limited to discounts for primarily Internet access services. Starting July 1, 2015, funding 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 percent per year until completely eliminated.

The following list describes the 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) is the recommended goals for total cost reductions based on the strategy presented.
- Current Budget for E-Rate Eligible Services is the current district out-of-pocket spend for services and is assumed this budget will need to continue.
- Out of Pocket Increase Cat 1 Doing Nothing is 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 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 recommended.
- 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.

## **FINDING**

CSD 1 currently has a technology committee, though it meets irregularly and does not have a clear mission, or guidelines regarding responsibilities to the district or division of duties.

As evidenced in the technology survey **Exhibit 8-12**, the district is doing a fine job providing technology tools for teachers and administrators. However, 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. As the district continues to manage an ever increasing technical presence in the learning environment, inclusion of key stakeholders will provide significant support to new initiatives.

**EXHIBIT 8-12  
CLARENDON 1 TECHNOLOGY SURVEY RESULTS**

<b>VARIABLE</b>	<b>TOTAL</b>	<b>TEACHER</b>	<b>SCHOOL ADMINISTRATOR</b>	<b>DISTRICT ADMINISTRATOR</b>
I understand how to use technology as it relates to my job functions	4.67	4.61	4.83	5.00
District wide, the district is up-to-date technologically	3.87	3.72	4.33	4.38
The district has adequate technology to support its operations	3.80	3.83	3.83	3.50

Source: Tidwell & Associates, Inc. 2015.

Any technology initiative requires high levels of funding that come at the expense of other areas of need, and should result in measurable change, from improved test scores, gains in efficiency, or an increase in student competency in media literacy. Many technology initiatives that impact the learning process bring with them a radical cultural shift, and without stakeholder buy-in prior to the initiative, there is a real risk of taxpayer funds being greatly underutilized.

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 2 is one such district that convenes a technology roundtable comprised of faculty representatives who provide feedback on technology initiatives and spread this information to their colleagues to generate feedback and as a way to build stakeholder buy-in.

**TIER 3 RECOMMENDATION**

**RECOMMENDATION 8-5:**

**Regularly convene the technology committee with a clear and documented focus on the use of technology as a learning tool.**

The charge of this committee/roundtable is to refine and communicate major technology initiatives to be pursued by the district. The current process of technology initiatives originating at the district level or with building administration is sound. However, these should be filtered through this committee for refinement and feedback. Once an initiative is decided upon, it would be the charge of this committee to participate in the activities below.

## IMPLEMENTATION PLAN

1. The superintendent and administrative team will develop a vision for the technology committee that is in accordance with district culture and expectations.
2. The superintendent and administration team will share the draft vision with technology committee members.
3. The technology committee chair will draft quarterly or monthly 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 complete the recommendation.

## FINDING

The district does not utilize students in the maintenance or support of IT equipment.

As the district moves forward with technology purchases and a growing technology footprint throughout the district, the technology director will be stretched in terms of maintaining and supporting a growing number of devices which will inevitably include many mobile devices.

With funding for increasing professional staff always a challenge, the development of a student technology helper program can address gaps in entry level IT staffing needs. Although marginally positive, **Exhibit 8-13** demonstrates that as a department, there is some room for improvement regarding the speed at which the district's technology equipment is currently repaired or serviced. This demonstrates a need for some additional staff to assist with support. Such support, particularly at a lower level, would free up time for the technology director to attack complex support issues. This is in addition to the need for the shared technology support identified in Recommendation 8-1.

### EXHIBIT 8-13 TECHNOLOGY SURVEY RESULTS

VARIABLE	TOTAL	TEACHER	SCHOOL ADMINISTRATOR	DISTRICT ADMINISTRATOR
When necessary, the district's technology equipment is quickly repaired or serviced	3.10	3.13	3.33	2.63

Although on a much different scale, Richland 2 has a model that would be useful at CSD 1. As a means for the district technology staff to manage upwards of 15,000 student devices, Richland 2 utilizes students at a High School Tech Bar. Here, students occupy a designated

space where they provide assistance, from managing support tickets, to reimaging machines and in some cases, providing hardware support. This has proven to be a successful cost saving measure, and a point of pride for many tech savvy students who have a real ability to assist fellow students and faculty in solving technology related needs. This program has become quite popular and is looking to expand to at least one middle school in the future. For CSD 1, a program with one or two student technology helpers could go a long way to assist in building level support issues without adding additional management work to the technology director.

**TIER 3 RECOMMENDATION**

**RECOMMENDATION 8-6:**

**Establish a student technician team to assist with technology support.**

By utilizing student helper(s) to assist with the support and maintenance of technology equipment, schools can limit the impact of increased staffing costs, while providing real-world experience to students who may wish to pursue a career in computer technology. Such programs have measurable impact on staffing budgets, and can, in many cases, provide the on-the-job training necessary for students to gain entry-level employment upon their graduation from high school.

**IMPLEMENTATION PLAN**

1. The technology director will develop guidelines and activities to govern the responsibilities and skill set required of student technology helpers.
2. The high school principal and the director of technology will identify 1-2 students from student body to act as student technology helpers, and provide training to Student Technology team as needed.
3. The principal will identify, and set aside a space for student tech helpers to work.
4. The director of technology and building principal will continue to develop the program and expand as needed.

**FISCAL IMPACT**

Implementing a program for students to assist in the maintenance and support of devices would come at minimal cost to the district, and could result in a cost savings since these student helpers could negate the need to add additional staff at a building as technology use grows.

Typically, the technology director can manage the day-to-day operations of these student helpers. Models exist where student helpers are paid a wage similar to that of state minimum wages, or work at no cost to the district in the case where this activity is part of a class or club. Provide two students at eight hours per week to start in the first year and consider a wage of approximately \$8/hour over a 25 week period. In Year 2 expand to additional hours if the program is successful. Overall, implementation of this recommendation over a five year period will save the district \$39,000. This program should avoid the need to increase technology support beyond the recommended two days per week in Recommendation 8-1.

<b>Recommendation</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>
Student wages	(\$3,200)	(\$6,000)	(\$10,000)	(\$10,000)	(\$10,000)
Offset for staff savings	\$0	\$15,000	\$20,000	\$20,000	\$20,000
<b>NET COST/SAVINGS</b>	<b>(\$3,200)</b>	<b>\$9,000</b>	<b>\$10,000</b>	<b>\$10,000</b>	<b>\$10,000</b>



**Clarendon School District 1  
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 Clarendon School District 1 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: 70/75 (93.3%)**

**Total Responses for Teachers: 57/62 (91.9%)**

**Total Responses for School Administrators: 5/4 (125%)**

**Total Responses for District Administrators: 8/9 (88.8%)**

A return rate of 70% is considered representative of the population surveyed. In the case of Clarendon School District 1, all categories had a response rate greater than 70% with an overall response rate of 93.3%. This suggests that findings are representative of staff in the school district. It is important to note that 5 respondents indicated that they were school administrators, although records indicate that there are only four school administrators in the district. As such, results for this category should be interpreted with caution.

## 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 70 surveys were completed, with 57 (81.4%) teachers, 5 (7.1%) school administrators and 8 (11.4%) district administrators. The number of responses reflects a sample that is representative of 93.3% of all staff in Clarendon School District 1.

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:

- Overall, respondents agreed that the district has a long range strategic plan that guides the decision-making process (M=4.48).
- School administrators (M=5.00) more strongly agreed that the district effectively communicates with parents and community members in comparison with teachers (M=4.27) and district administrators (M=3.88).
- There was general agreement that district office administrators provide quality services to schools (M=4.24).
- Teachers (M=3.85) more strongly agreed that school board members understand their role as policymakers in comparison with school (M=3.17) and district administrators (M=2.38).
- Respondents overall agreed that the superintendent is accessible to district staff (M=4.72) suggesting that this is an area where the district is especially efficient.

### **Human Resources**

Complete results for this section can be found in Table 2. Highlights include:

- Overall, respondents agreed that they have an accurate job description (M=4.41).
- School administrators (M=4.60) more strongly agreed that the district actively recruits high quality staff to fill vacant positions in comparison with teachers (M=3.98) and district administrators (M=3.38).
- Teachers (M=4.30) and district administrators (M=4.29) more strongly agreed that district employees receive annual personal evaluations in comparison with school administrators (M=3.20).

## **Financial Management**

Complete results for this section can be found in Table 3. Highlights include:

- Overall, respondents agreed that the district actively applies for competitive state and federal grants (M=4.56).
- Respondents also agreed that the district spends an appropriate percentage of its budget on academic programs (M=4.10).
- School (M=4.40) and district administrators (M=4.13) more strongly agreed that the district is transparent in how it spends money in comparison with teachers (M=3.08).
- Respondents agreed overall that the district wisely manages its revenues and expenditures (M=4.09).

## **Facilities Use and Management**

Complete results for this section can be found in Table 4. Highlights include:

- Respondents overall agreed that the district has a long-range plan to address facility needs (M=4.16).
- Respondents indicated that they were satisfied with the number of portable buildings in the district (M=4.43).
- Teachers (M=3.78) and school administrators (M=3.67) expressed greater agreement that repairs are made in a timely manner in comparison with district administrators (M=2.25).
- Overall, respondents agreed that the district has an energy management program in place to minimize its energy consumption (M=4.25).
- Furthermore, respondents agree that they would know what to do in a crisis or emergency (M=4.29) and that there is a process in place for community use of facility space (M=4.57).

## **Food Services**

Complete results for this section can be found in Table 5. Highlights include:

- Overall, respondents agreed that cafeteria facilities and equipment are sanitary and neat (M=4.53).
- Respondents also agreed that the school breakfast program is available to all children (M=4.75); that students have enough time to eat (M=4.39); and that the district has a summer program for feeding students (M=4.17).
- However, respondents expressed disagreement that weekend provisions for food is made for needy students (M=2.28) suggesting that this is an area for improvement.

## **Technology**

Complete results for this section can be found in Table 6. Highlights include:

- Overall, respondents felt they understand how to use technology as it relates to their job functions (M=4.67).
- School (M=4.83) and district administrators (M=4.29) more strongly agreed that students have regular access to computer equipment and software in the classroom in comparison with teachers (M=3.45).

- Respondents agreed that district staff have easy access to internet (M=4.61) and that the district has adequate bandwidth to ensure maximum use of the internet (M=4.30) suggesting that these were areas where the district is especially efficient.

## **Transportation**

Complete results for this section can be found in Table 7. Highlights include:

- Overall, respondents felt that the drop off zones at the schools are safe (M=4.56); that the district has a user-friendly process to request buses for special events (M=4.34); and that adding or modifying a route for a student is easy to accomplish (M=4.34).
- Respondents also agree that bus drivers are well trained (M=4.49).

## ***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:

- There were several areas respondents across all categories indicated that the district was especially effective and efficient. These included: strategic planning (M=3.41); financial management (M=3.15); grant development (M=3.48); community relations (M=3.03); staff development (M=3.16); facilities planning (M=3.06); energy management (M=3.25) and transportation (M=3.18).
- School (M=3.67) and district administrators (M=3.71) indicated greater satisfaction with the district’s purchasing in comparison with teachers (M=2.83).

## ***Section 3***

Respondents were asked to rate the overall operation of the school district on a 4-pt scale. The average response was 2.80 overall, with 1.47 for teachers, 3.33 for school administrators and 2.63 for district administrators. These findings suggest that school and district administrators are more satisfied with the overall operation of the school district, whereas teachers felt it could be improved.

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

- 50 (66.7%) identified increasing the number of teachers
- 10 (13.3%) identified increasing the number of administrators
- 10 (13.3%) identified outsourcing some functions
- 4 (5.3%) identified reducing the number of administrators
- 4 (5.3%) identified rezoning schools
- 2 (2.67%) identified improving energy management operations
- None identified reducing the number of teachers or identified the number of facilities

## **Section 4**

### **Greatest Needs in the Classroom**

The need for more, up to date technology was cited as one of the greatest needs in the classroom. As one teacher commented, “The greatest need in the classroom is technology. I have been without adequate technology all school year.” In particular, teachers requested more computers, additional printers, and document cameras. Several noted that technology is important for student learning; for example, one teacher noted, “I need a way for my students to all use technology at the same time.” Teachers also requested additional training for using technology and to have all computers connected to the internet. Importantly, teachers requested technology that works and is well maintained. For example, one teacher stated, “The school has top of the line computers but fails to maintain the equipment.”

In addition to technology, teachers requested more supplies, including more school supplies, desks, and chairs. Teachers also requested new textbooks, as is demonstrated in the following example: “The greatest needs for our classrooms are more books to help each teacher to build a strong classroom.”

Teachers also indicated the need for smaller class sizes. As one teacher stated, “My greatest need in the classroom this year is reduction of the number of students in the class.” Teachers noted that the teacher-student ratio was too high and requested additional support in the classroom for navigating large class sizes. For example, a teacher noted, “The student teacher ratio is too high. I would do better with an aide to help run little errands and manage discipline with the large number of students.” Another commented that, “Teacher assistants are needed in every classroom.”

Several teachers requested more time. This included more time for planning, as is demonstrated in the following example, “My greatest need in the classroom is more time for small group planning to accommodate struggling students.”

### **Use of District Resources**

Teachers identified several areas where they felt that use of operational resources was being maximized. Several teachers indicated that technology was a place where this was taking place. Others indicated that professional development was an area where resources were maximized. Supplies were also identified as an area. For example, one teacher noted, “I have enough books and supplies for my instruction.”

A few teachers felt that school staff was an area that was maximized. This included custodial staff, school resource officers, food service staff and transportation. For example, one teacher noted, “Transportation, custodial and food services are our top areas. This is solely due to the dedication of those workers.” Another commented that, “The district is maximizing the use of operational resources by adequately implementing a strategic plan with our custodial workers and SRO. The plan is designed to maintain and clean and safe environment for all stakeholders.”

### **Suggestions for Improvement**

The most commonly suggested area for improvement was related to technology. This included more technology training for teachers and increased funds allocated to technology. Teachers

also requested more additional support personnel. For example, one teacher suggested, “The district could improve the efficiency and effectiveness of the school district operations by increasing the number of computer specialists within the district.” In addition, teachers requested more support for technology repairs. One suggestion was for the district to partner “with a technology company to handle some technology repairs.”

Respondents also suggested that support for teachers could be improved. In particular, teachers felt communication with teachers could be improved. For example, one teacher commented, “I believe effective and clear communication with teachers will allow teachers to feel more valued and appreciated.” Teachers identified several strategies for improving communication, such as increased use of emails and technology to communicate. Furthermore, respondents felt teachers could be given more autonomy and not “micromanaged” by administrators. Additionally, teachers thought that teacher morale could be improved overall.

Teachers suggested that they be given more time for planning. For example, one teacher stated, “Too many things are ad hoc and last minute. There needs to be more strategic long range planning.” “Long-range schedule that is stuck to. If I am expected to plan well into the future, I need to know about pep rallies before the morning they happen, for example, and would also appreciate being informed of certain events by administration rather than students.” Another teacher requested, “Extra time after lunch for RTI or class instruction.”

Finally, teachers requested more support for discipline and “adequate sanctions for discipline.” As one teacher noted, “At the moment, students are not deterred from misbehavior because they do not take the existing consequences seriously.”

**Table 1. District and Organization Management**

VARIABLE	TOTAL	TEACHER	SCHOOL ADMINISTRATOR	DISTRICT ADMINISTRATOR
District has a long range strategic plan that guides the decision-making process	4.48	4.45	5.00	4.38
Most administrative practices in this school district are highly effective and efficient	3.99	3.93	4.83	3.63
The district effectively communicates with parents and community members	4.30	4.27	5.00	3.88
Major bottlenecks exist in many administrative processes which cause unnecessary delays <sup>a</sup>	3.56	3.44	4.00	4.25
District office administrators provide quality services to schools	4.24	4.13	4.83	4.38
The district office effectively communications with school-level staff	4.10	3.96	4.83	4.38
The district effectively uses volunteers to assist with meeting district goals	3.97	3.98	4.33	3.63
The district effectively uses business partners to assist with meeting district goals	3.75	3.76	4.00	3.43
School board members understand their role as policymakers and stay out of the day-to-day management of the district	3.59	3.85	3.17	2.38
The superintendent is accessible to district staff	4.72	4.66	5.00	4.86
I understand the district's budgetary process	3.36	3.04	4.00	4.71
The morale of the district office administration staff is good	4.12	4.02	4.40	4.50
The morale of teachers is good	3.54	3.46	4.17	3.38

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. <sup>a</sup>Items reverse scored so that higher values reflect greater perceptions of efficiency and effectiveness.

**Table 2. Human Resources**

<b>VARIABLE</b>	<b>TOTAL</b>	<b>TEACHER</b>	<b>SCHOOL ADMINISTRATOR</b>	<b>DISTRICT ADMINISTRATOR</b>
I have an accurate job description	4.41	4.33	4.83	4.86
District salaries for the type position I am in are competitive with similar positions in the job market	2.71	2.52	3.40	3.25
I feel that my work is appreciated by my supervisors	3.88	3.74	4.33	4.50
I receive adequate training and support to perform my job functions	4.00	3.87	4.33	4.63
The district has a good program for orienting new employees	3.93	3.92	4.33	3.63
The district has an adequate number of staff to carry out its operations	2.85	2.78	3.20	3.13
The district actively recruits high quality staff to fill vacant positions	3.95	3.98	4.60	3.38
There is adequate high quality professional development for the principals and teachers	4.09	4.04	4.33	4.29
District employees receive annual personal evaluations	4.30	4.30	3.20	4.29
Employees receive their personal evaluations each year well in advance of the end of the school year	3.98	4.04	4.60	3.63
The district has a fair and timely grievance process	3.94	4.00	4.33	3.43

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**

<b>VARIABLE</b>	<b>TOTAL</b>	<b>TEACHER</b>	<b>SCHOOL ADMINISTRATOR</b>	<b>DISTRICT ADMINISTRATOR</b>
Tax dollars are being well spent by the district	3.93	3.73	4.50	4.63
The district actively applies for competitive state and federal grants	4.56	4.50	4.50	4.88
The district's financial reports are readily available to the community	4.26	4.32	4.40	3.86
The district spends an appropriate percentage of its budget on academic programs	4.10	4.00	4.20	4.63
The district is transparent in how it spends money, including posting the budget on the district website	3.37	3.08	4.40	4.13
I complete an annual inventory of the equipment in my work area	4.32	4.43	4.17	3.75
The district wisely manages its revenues and expenditures	4.09	4.02	4.40	4.25
Financial resources are allocated fairly and equitably to the district's schools	3.75	3.61	4.20	4.13
School administrators are well trained in the fiscal management of their schools	3.87	3.93	4.17	3.33
Purchasing processes are not cumbersome for the requestor	3.66	3.52	3.67	4.38

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**

<b>VARIABLE</b>	<b>TOTAL</b>	<b>TEACHER</b>	<b>SCHOOL ADMINISTRATOR</b>	<b>DISTRICT ADMINISTRATOR</b>
The district has a long-range plan to address facility needs	4.16	4.19	4.00	4.13
The district has too many portable buildings <sup>a</sup>	4.43	4.39	4.50	4.63
The district's facilities are well-maintained	4.20	4.25	4.17	3.87
Our schools have sufficient space and facilities to support the instructional program	4.20	4.24	4.33	3.75
Repairs are made in a timely manner	3.59	3.78	3.67	2.25
The construction managers are selected objectively	3.98	3.97	4.20	4.00
The district's facilities are kept clean	4.49	4.61	4.17	4.00
The district has an energy management program in place to minimize energy consumption	4.25	4.15	4.33	4.63
There are facility and/or equipment concerns throughout the schools <sup>a</sup>	3.30	3.24	3.50	3.50
The district's facilities are secure from unwanted visitors	3.87	3.85	4.00	3.88
I know what to do during a crisis or an emergency	4.29	4.33	4.17	4.13
Safety hazards do not exist on school grounds	3.88	3.87	4.17	4.13
There is a process in place for community use of a facility space and it is applied equally to all users	4.57	4.61	4.33	4.50
The district has a process for involving administrators, teachers and support staff in planning new facilities	3.87	3.82	4.00	4.00

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. <sup>a</sup>Items reverse scored so that higher values reflect greater perceptions of efficiency and effectiveness

**Table 5. Food Services**

<b>VARIABLE</b>	<b>TOTAL</b>	<b>TEACHER</b>	<b>SCHOOL ADMINISTRATOR</b>	<b>DISTRICT ADMINISTRATOR</b>
The cafeteria facilities and equipment are sanitary and neat	4.53	4.51	4.50	4.75
I find the cafeteria meals appealing and appetizing	3.60	3.47	4.00	4.13
The school breakfast program is available to all children	4.75	4.68	5.00	5.00
Students have enough time to eat	4.39	4.39	4.83	4.00
Students wait in food lines longer than 10 minutes <sup>a</sup>	4.21	4.08	4.33	5.00
Cafeteria staff is helpful and friendly	3.87	3.92	3.83	3.50
Weekend provisions for food is made for needy students	2.28	2.26	2.80	1.80
The district has a summer program for feeding students	4.17	4.15	4.17	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. <sup>a</sup>Items reverse scored so that higher values reflect greater perceptions of efficiency and effectiveness

**Table 6. Technology**

VARIABLE	TOTAL	TEACHER	SCHOOL ADMINISTRATOR	DISTRICT ADMINISTRATOR
I understand how to use technology as it relates to my job functions	4.67	4.61	4.83	5.00
District wide, the district is up-to-date technologically	3.87	3.72	4.33	4.38
The district has adequate technology to support its operations	3.80	3.83	3.83	3.50
When necessary, the district's technology equipment is quickly repaired or serviced	3.10	3.13	3.33	2.63
The district has effective technology support when computers' malfunction	3.37	3.35	4.00	3.00
I have adequate equipment and computer support to conduct my work	3.79	3.64	4.50	4.25
The district's technology equipment is often used past its useful lifespan <sup>a</sup>	2.94	2.89	3.00	3.25
The district website is a useful tool for staff, parents, and students	3.96	3.94	4.33	3.71
Students have regular access to computer equipment and software in the classroom	3.67	3.45	4.83	4.29
District staff have easy access to internet	4.61	4.56	4.83	4.75
The district has adequate bandwidth to ensure maximum use of the internet	4.30	4.23	4.50	4.50
Overall, teachers are effectively utilizing technology as part of instruction	3.98	4.04	4.17	3.33

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. <sup>a</sup>Items reverse scored so that higher values reflect greater perceptions of efficiency and effectiveness

**Table 7. Transportation**

<b>VARIABLE</b>	<b>TOTAL</b>	<b>TEACHER</b>	<b>SCHOOL ADMINISTRATOR</b>	<b>DISTRICT ADMINISTRATOR</b>
Buses arrive and depart on time each day	4.16	4.19	3.80	4.25
There are enough working buses to meet the needs of the district	3.83	3.80	4.00	3.83
Student ride times on school buses are too long <sup>a</sup>	2.93	2.86	3.00	3.14
The drop off zones at the schools are safe	4.56	4.61	4.20	4.63
The district has a user-friendly process to request buses for special events	4.34	4.39	4.33	4.13
Adding or modifying a route for a student is easy to accomplish	4.34	4.41	4.00	4.25
Buses arrive early enough for students to eat a school breakfast	4.29	4.29	3.83	4.86
Bus drivers are well trained	4.49	4.54	4.33	4.43
Discipline on buses is a problem <sup>a</sup>	3.12	3.26	2.20	3.17
Buses seldom break down	3.53	3.68	3.20	3.00
The district has alternate bus drivers on call when drivers are unavailable due to health or emergency concerns	3.56	4.10	3.60	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. <sup>a</sup>Items reverse scored so that higher values reflect greater perceptions of efficiency and effectiveness

**Table 8. District Function Operations**

<b>VARIABLE</b>	<b>TOTAL</b>	<b>TEACHER</b>	<b>SCHOOL ADMINISTRATOR</b>	<b>DISTRICT ADMINISTRATOR</b>
Budgeting	2.67	2.46	3.17	3.29
Strategic Planning	3.41	3.30	3.67	3.83
Purchasing	3.05	2.83	3.67	3.71
Warehouse	3.00	2.83	3.17	3.33
School Board	2.90	3.02	2.67	2.38
Financial Management	3.15	3.00	3.83	3.25
Grant Development	3.48	3.39	3.67	3.86
Community Relations	3.03	3.02	3.17	3.00
Program Evaluation, Research	3.02	2.92	3.17	3.57
Instructional Technology	2.94	2.95	3.00	2.86
Administrative Technology	3.02	3.00	3.00	3.00
Human Resources	2.94	3.04	2.83	2.50
Staff Development	3.16	3.16	3.00	3.13
Facilities Planning	3.06	3.05	3.00	3.14
Plant Management	3.08	3.11	3.00	3.00
Custodial	3.21	3.34	2.83	2.57
Energy Management	3.25	3.25	3.17	3.29
Food Services	2.92	2.90	3.00	3.13
Transportation	3.18	3.20	3.00	3.25

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.



**Clarendon School District One  
Appendix 2: Dimensions of the Superintendent Evaluation**

# dimensions

## of the superintendent



### educational leadership

The superintendent provides leadership and direction for an educational system that is based on desired student achievement.

#### goal #1

**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.

#### goal #2

**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.

#### goal #3

**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.

#### goal #1

**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.

