

# Dorchester School District 2 School District Efficiency Review **FINAL REPORT**

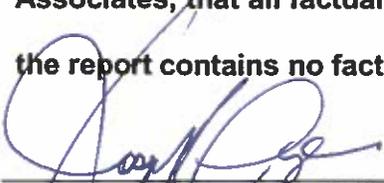


June 1, 2015

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

**DORCHESTER 2 SCHOOL DISTRICT**

This document serves to verify that Dorchester 2 School District staff and Superintendent Pye 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 Joseph R. Pye  
Superintendent

Title

5/26/15

Date

# Dorchester School District 2 School District Efficiency Review FINAL REPORT

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**Appendix 2 – Dimensions of the Superintendent Evaluation**

**Appendix 3 – Additional Future Considerations**

## **1.0 INTRODUCTION AND EXECUTIVE SUMMARY**

This chapter presents an introduction and executive summary of the efficiency review conducted in Dorchester School District 2 (DSD 2). Chapter 1 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**

Dorchester School District 2 (DSD 2) is commended for volunteering to be one of the volunteer districts to be reviewed. In every step of the process, district staff cooperated and welcomed our team's suggestions and assistance. Strong school districts such as DSD 2 invite change and seek ways to try new strategies to achieve operational efficiencies and make the district a better learning environment for students.

Tidwell and Associates, Inc. wishes to acknowledge the significant support, time, and effort made by Superintendent Joseph Pye, the board members, and senior staff. A special thank you is extended to Dr. Sean Alford, assistant superintendent for curriculum and instruction, who ensured data were collected in a timely manner and that the onsite visit logistics ran smoothly.

We would also like to thank staff from Richland 2 and Lexington 1 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 \$500.00 scholarship to a graduating senior of the district's choice. The recipient in DSD 2 is Haven D. Bazzle, a senior at Summerville High School. She is scheduled to graduate on May 30, 2015. Haven will attend Trident Technical College and enroll in the college's Allied Health Program and pursue a career in nursing. Perseverance has been the key word in Haven's maintaining her academic standing. She has remained focused on successfully completing her senior year after a tragic and devastating death of a family member in January 2015. We wish Haven much success at Trident Technical College.

### **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 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 this program to ensure that school districts are maximizing the use of the public's tax dollars.

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

The review includes the analysis of seven district operational areas, each presented in a separate chapter, and a survey of district office staff, administrators, principals, and teachers (summary of the survey results is located in **Appendix 1**). The seven areas reviewed were: 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 DSD 2 continue keeping 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 school district reviews will assist other districts in their operational efficiencies. The reports will be published on EOC's website at <http://www.eoc.sc.gov>.

#### **1.4 Methodology**

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

1. Initiated project.
2. Conducted initial meeting and prepared a report on findings.
3. Conducted online surveys of staff.
4. Conducted fieldwork:
  - a. Reviewed district organization and management.
  - b. Reviewed financial management.
  - c. Reviewed human resources.
  - d. Reviewed facilities use and management.
  - e. Reviewed financial management.
  - f. Reviewed transportation.
  - g. Reviewed food services.
  - h. Reviewed technology management.
5. Hosted an open community and parent forum.
6. Developed an interim briefing document.
7. Developed a draft report.
8. Developed a final report after seeking input from the superintendent and key staff.
9. Presented the report. (Date has not been established at the time of this writing.)
10. Submitted work papers and documents and closed the project.

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

- Followed a common set of efficiency review guidelines based on best practices, industry standards, and that were specifically tailored to DSD 2;
- Was based upon a very detailed work plan and time schedule;
- Took into account the unique demographic environment within which the district operates;
- included comparisons with similar school districts to provide a reference point;
- Identified the existence, appropriateness, and use of specific performance objectives;
- Identified exemplary programs as well as suggestions for needed improvement;

- Documented all findings and presented straight forward and practical recommendations for improvements (in order of importance);
- Qualified cost savings and cost impacts;
- Included strategies for implementing the recommendations; and
- Was conducted by well-qualified consultants who understand the areas of review as former leaders in other educational environments.

### *Review of Existing Data*

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

### *Peer District Data*

Four peer districts 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 DSD 2 were Richland 2, Lexington 1, Beaufort, and Oconee School Districts.

### *Preliminary Review*

On January 20, 2015, two Tidwell and Associates, Inc. consultants conducted a preliminary review. School board members and district office administrators were interviewed. Results of these interviews were summarized and provided to the full team of consultants to assist them in preparing interview guides for the onsite visit.

### *Employee Surveys*

To secure the involvement of district administrators, principals, assistant principals, and teachers, in the focus of the study, online surveys were prepared and disseminated in early February, 2015. The survey response rates were overall very good. A return rate of 70% is considered representative of the population surveyed. In the case of Dorchester School District Two, the response rates for district and school administrators were greater than 70 percent, indicating that results are representative of these categories. In comparison, 49.4 percent of teachers in the district responded to the survey, which is below the goal of 70 percent; thus, results 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 12 consultants conducted the review of DSD 2; support staff assisted in the process as well. The onsite work was conducted on February 24-27, 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 visited 17 of the 22 district 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 Summerville High School and although the open house was well advertised by the district (website, flyers at schools, etc.), only seven parents and /or community members 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 to the staff and/or board of DSD 2. The date for the presentation is scheduled for June 8, 2015.

## **1.5 Overview of the District**

DSD 2 is governed by a seven-member board of trustees, each elected (at large seats) to serve a four-year term.

Superintendent Joseph Pye was appointed by the board of trustees and has led the district for over 16 years. He is the former recipient of the 2011 State Superintendent of the Year award. Numerous staff interviewed likened Dr. Pye to the “energizer bunny.” He has earned high respect from his staff and community as evidenced by interviews, review of documents and awards, and a summary of comments made at the open community forum.

DSD 2 is an award-winning school system and is one of the fastest growing districts in the state, with over 25,000 students. Twelve elementary schools, six middle schools, and three high schools serve the suburban community of Summerville. The school district also offers a comprehensive adult education program along with an alternative program for middle and high school students. The district employs approximately 3,000 and is the largest employer in Dorchester County.

A school improvement building program is currently underway that will provide three new elementary schools and a new middle school of the arts scheduled to open in 2016-2017. The program will also fund major expansions and renovations at five elementary and three middle schools. All three high schools will have classroom additions to accommodate increased career-readiness and technology programs to better prepare students for college and the workforce. This school improvement building program will alleviate overcrowding at all schools in the district.

The district office utilizes eight different facilities (four central office buildings, the Adult Education Learning Center, two houses that house the interventionists, and a new facility without a specific name). Having district office staff spread among so many physical locations has been a challenge with regard to maintaining effective communications. However, this should be remedied next year as the district plans to reduce the buildings from eight to three for housing central office staff (Rollins Building, the new facility, and the Adult Education Learning Center). Please refer to Chapter 5 Facilities for more information.

Recognized as a school system of excellence, DSD 2 has been awarded district-wide National Accreditation from the AdvancED Accreditation Commission. Additionally, DSD 2 has earned an absolute rating of Excellent for three consecutive years on the state report card. Seventeen of the 21 district schools received an absolute rating of Excellent on the state report cards, and the other four schools received a rating of Good. Seventeen schools received Palmetto Gold

Awards from the Education Oversight Committee for outstanding student academic performance. In addition, eleven schools earned Palmetto Gold and Silver Awards for Closing the Achievement Gap. DSD 2 was also one of eleven districts in the state that received an “A” in federal ratings released this year. The district’s rating of 92.2 was number five among the 82 school districts in South Carolina.

District budget data show that the total general fund revenues for FY 2013-14 were \$162,873,836 and the total expenditures for FY 2013-14 were \$165,066,110. The deficit was due to proceeds from an equipment acquisition bond lease for technology being included in FY 13 while much of the expenditures were not incurred until FY 14. Fund balance was increased from FY 12 to FY 13 by \$1,735,812. Please see Chapter 3 Financial Management for more details on running a deficit for FY 2013-14.

Although the efficiency and effectiveness study did not include a review of curriculum and instruction/programs, it is important in the overview to include the district’s ratings over a five-year period on the SC Annual District Report Card. As shown in **Exhibit 1-1**, DSD 2 has an excellent absolute rating and a good growth rating.

**EXHIBIT 1-1  
2014 THE STATE OF SOUTH CAROLINA  
ANNUAL DISTRICT REPORT CARD  
DORCHESTER SCHOOL DISTRICT 2**

<b>DSD ANNUAL RATINGS OVER 5-YEAR PERIOD</b>		
<b>YEAR</b>	<b>ABSOLUTE RATING</b>	<b>GROWTH RATING</b>
2014	Excellent	Good
2013	Excellent	Excellent
2012	Excellent	Good
2011	Good	Good
2010	Good	Excellent

Source: SCDE, Annual District Report Cards, 2014.

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

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

**DEFINITIONS OF SCHOOL RATING TERMS**

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

- At-Risk – District performance fails to meet the standards for progress toward the 2020 SC Performance Vision

Our team was impressed with many of the curriculum initiatives in DSD 2 and while this review did not include an evaluation of programs, we did learn about some academic best practices during our onsite visit. One initiative we want to highlight in DSD 2 is that the district is part of a coalition dedicated to transforming education in SC. On March 9, 2015 they presented their Early College Initiative to the group in Columbia. The initiative is an innovative and efficient model which provides student access to dual enrollment coursework. Through deliberate planning and strategic partnerships, the district has been able to increase the number of participating students progressing toward a technical college degree or certification while reducing district costs related to staffing and administration. Instead of establishing a separate program with district sponsored teachers, administrators and support staff, DSD 2 has established student cohorts in their high schools which allows the district to concentrate their resources on instructional needs.

**1.6 Summary of Commendations (by Chapter)**

<b>2.0 DISTRICT ORGANIZATION AND MANAGEMENT</b>	<b>PAGE</b>
The board of trustees and administration have approved specific measures designed to ensure a cost-effective method for maintaining a current policy manual.....	<b>2-9</b>
The policy manual on the district’s website home page is up-to-date; current procedures can be accessed via hotlinks; and provisions for conducting a policy search of other South Carolina districts are incorporated in the document.....	<b>2-9</b>
The board conducts efficient and effective board meetings.....	<b>2-17</b>
The instrument and process to evaluate the superintendent is a best practice.....	<b>2-19</b>
Superintendent Pye has high visibility in the schools and community and should be encouraged to use this momentum to create state change.....	<b>2-21</b>
The district has strong public information initiatives and the ability to engage a high level of parent, community and business involvement.....	<b>2-23</b>
 <b>3.0 FINANCIAL MANAGEMENT</b>	
The board and administration have a formal written policy requiring a fund balance .....	<b>3-9</b>
The district demonstrates excellence in financial reporting .....	<b>3-10</b>
DSD 2 is commended for its electronic financial records management and retention system.....	<b>3-10</b>
DSD 2 is commended for its risk management program.....	<b>3-11</b>
The district aggressively seeks instructional grants.....	<b>3-11</b>
 <b>4.0 HUMAN RESOURCES MANAGEMENT</b>	
The district practices strong recruitment planning and activities.....	<b>4-13</b>
The district is commended for its new employee orientation and support.....	<b>4-14</b>
The district is commended for its low workers’ compensation.....	<b>4-18</b>

<b>5.0 FACILITY USE AND ENERGY MANAGEMENT</b>	<b>PAGE</b>
DSD 2 effectively uses a work order management software system to manage its work orders and support effective preventive maintenance.....	5-19
DSD 2 maintains a successful and creative recycling program at all schools and is exploring additional recycling options that may result in additional savings.....	5-20
The district has the policies, procedures, and trained personnel in place to implement energy conservation measures including Energy Star certified equipment in 86 percent of the district’s buildings.....	5-26
<b>6.0 TRANSPORTATION</b>	
DSD 2 is working to maintain an appropriately sized fleet of buses for activity service .....	6-17
The district should be commended for acting to provide adequate facilities and parking space for transportation vehicles.....	6-20
<b>7.0 FOOD SERVICE</b>	
DSD 2 provides food service employees with critical and necessary information to manage and operate the food services program.....	7-11
The district provides breakfast in the classroom in 11 of 12 schools.....	7-19
<b>8.0 TECHNOLOGY USE AND MANAGEMENT</b>	
The technology roundtable is a critical element in moving DSD 2 forward with technology related initiatives and its charge of finding technology solutions that support instruction is certainly a best practice.....	8-12
The district’s support of the integration technology specialist team is a national best practice and speaks to the dedication of DSD 2 to student excellence in establishing and maintaining this specialized team to support the faculty.....	8-12
The district has embraced support for mobility through investments in district-wide Wi-Fi service in all facilities.....	8-13
DSD 2 has made a substantial commitment to provide an equitable distribution of computer tools across the district and ensure that all children have regular access to computers as part of their learning environment.....	8-22
DSD 2 has developed and refined an efficient workflow process for purchasing technology equipment.....	8-28

**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 Amend BG policy and review procedures BGC/BGD to require a review, minimally, each five years.....	<b>2-11</b>
Tier 1 Revise the reporting structure to require the new construction facilitator to report to the superintendent and the athletic director to report to the high school principal.....	<b>2-14</b>
Tier 1 Consider contracting with private security services for the School Resource Officer Program, or directly hire district security officers.....	<b>2-16</b>
Tier 1 Post board minutes on the district’s website.....	<b>2-17</b>
Tier 1 Provide ongoing board training by reviewing policies, board roles, effective communication practices and appropriate ethics.....	<b>2-20</b>
Tier 1 Develop and implement a legal services evaluation plan.....	<b>2-21</b>
Tier 1 Find alternative leadership for the education foundation by working with the SC Coastal Carolina Foundation (CCF) and discontinue the flow-through charges.....	<b>2-24</b>
Tier 2 Modify the process to access the district’s web-based policy and procedures manual.....	<b>2-10</b>
Tier 2 Optimize the use of social media.....	<b>2-23</b>
Tier 3 Dissolve all board committees that are not meeting and reporting on a regular basis.....	<b>2-18</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>3-14</b>
Tier 1 Alter the external audit firm selection process so the board makes the decision.....	<b>3-17</b>
Tier 1 Request board members to submit in writing their top budget priorities for the coming year.....	<b>3-18</b>
Tier 2 Reassign the grants writer position to the office of finance and focus on increased efforts to obtain operational grants.....	<b>3-8</b>
Tier 2 Request the legislative delegation to amend the local legislation to remove the cap or to allow the board to set in policy a target range for the fund balance above 15 percent.....	<b>3-9</b>
Tier 2 Propose a plan for consideration by the board to reward schools and departments financially for meeting or exceeding energy management goals.....	<b>3-13</b>
Tier 2 Consider seeking broader coverage for the district’s data and media to protect against computer virus and vandalism.....	<b>3-15</b>

<b>3.0 FINANCIAL MANAGEMENT (continued)</b>		<b>PAGE</b>
<small>Tier Level</small>		
Tier 2	Consider increasing Employee Theft, Computer Fraud, and Funds Transfer Fraud coverages to \$1,000,000 for each.....	<b>3-16</b>
Tier 2	Conduct Medicaid provider training at the beginning of the school year and periodically when there are policy changes.....	<b>3-19</b>
Tier 2	Seek answers from SCDOE and South Carolina Department of Health and Human Services on the question of private/school-based reimbursements for speech.....	<b>3-21</b>
Tier 2	Study health services reimbursements at the end of the fiscal year to determine if changes can increase them.....	<b>3-22</b>
Tier 2	Ensure that all staff who administer the Medicaid program are on the School District Administrative Claiming survey roster.....	<b>3-23</b>
Tier 2	Ensure that all required tasks for submitting data to SCDOE for Special Needs Transportation (SNT) are done correctly and on time.....	<b>3-24</b>
Tier 3	Consider submitting the annual financial audit report to both ASBO and GFOA at least once every five years and obtain a Certificate of Excellence in financial reporting.....	<b>3-11</b>
Tier 3	Conduct an annual inventory of fixed assets certified by the senior official at each facility showing additions and deletions, even if no changes occurred.....	<b>3-13</b>
 <b>4.0 HUMAN RESOURCES MANAGEMENT</b>		
<small>Tier Level</small>		
Tier 1	Move the staff development director position into the human resources department.....	<b>4-12</b>
Tier 1	Evaluate the use of existing HR software and maximize utilization to reduce manual processes.....	<b>4-17</b>
Tier 2	Implement a formal strategic succession plan.....	<b>4-16</b>
Tier 3	Extend the mentorship program for teachers for an additional year.....	<b>4-14</b>
 <b>5.0 FACILITY USE AND ENERGY MANAGEMENT</b>		
<small>Tier Level</small>		
Tier 1	Assign the new construction facilitator to report to the superintendent. Regular meetings should be scheduled to include the superintendent, construction facilitator, chief financial officer, director of facilities and possibly energy manager for updates on new construction.....	<b>5-9</b>
Tier 1	Hire a project manager with experience in commercial construction projects to assist the facilities director to manage and supervise district-wide replacement projects and capital projects.....	<b>5-11</b>
Tier 1	Complete development of an updated master plan by January 2016.....	<b>5-16</b>
Tier 1	Analyze expenditures for facilities' maintenance and utilities' costs to identify potential savings.....	<b>5-18</b>
Tier 1	Review cleaning practices to determine if staff reduction savings can be found using the National Center for Education Statistics recommendation without sacrificing current levels of cleanliness.....	<b>5-22</b>
Tier 1	Establish a cleaning supply budget for each facility using the National Center for Education Statistics average cost of \$0.17/SF.....	<b>5-24</b>

<b>6.0 TRANSPORTATION</b>		<b>PAGE</b>
<small>Tier Level</small>		
Tier 1	Create a fully staffed office of transportation that has the capacity to determine the school transportation needs of the district and ensure that these needs are being addressed.....	<b>6-13</b>
Tier 1	Reevaluate the use of contract services to deliver school transportation services.....	<b>6-16</b>
Tier 1	Acquire vehicle maintenance management software.....	<b>6-19</b>
Tier 1	Purchase all fuel for school buses from the state provider.....	<b>6-20</b>
Tier 1	Develop and adopt a revised hazardous transportation service policy and procedures for the student walking zones.....	<b>6-22</b>
Tier 1	Prepare a board-approved recommendation to SCDOE for the replacement of aged school buses.....	<b>6-24</b>
Tier 2	Establish a policy that requires activity buses to be available to other schools when not in use by the base school and sell any excess buses.....	<b>6-17</b>
 <b>7.0 FOOD SERVICE</b>		
<small>Tier Level</small>		
Tier 1	Add a field supervisor to the district office to help supervise and monitor school food service programs.....	<b>7-6</b>
Tier 1	Participate in the Community Eligibility Provision (CEP) Program at Windsor Hill Elementary commencing in the 2015–2016 school year.....	<b>7-12</b>
Tier 1	Reduce the fund balance and use all cash in excess of three month’s operating expenditures.....	<b>7-14</b>
Tier 1	Reduce student meal charges before the end of the fiscal year to comply with federal regulations.....	<b>7-17</b>
Tier 2	Track the cost of food used for non-program sales.....	<b>7-18</b>
Tier 2	Revise the current menu plan to include kid-friendly items that students enjoy.....	<b>7-20</b>
Tier 3	Reduce the number of paid labor hours by 61 to improve the efficiency of the food service program.....	<b>7-10</b>
 <b>8.0 Technology</b>		
<small>Tier Level</small>		
Tier 1	Develop a comprehensive disaster recovery and business continuity plan, immediately address E911 and ensure the service is tested and working in all schools.....	<b>8-20</b>
Tier 1	Ensure that the technology department leads the support and development of the mobile device management (MDM) solution, and establishes procedures for application purchasing within buildings and departments.....	<b>8-26</b>
Tier 1	Maximize E-Rate and develop a strategy to reduce costs for telecommunications services that no longer have E-Rate support.....	<b>8-31</b>
Tier 2	Create coordinator level positions within the technology department and a new service delivery manager position.....	<b>8-7</b>
Tier 2	Establish a data and analytics area and hire a database administrator/web administrator.....	<b>8-10</b>

<b>8.0 Technology (continued)</b>	<b>PAGE</b>
<small>Tier Level</small>	
Tier 2 Provide Wi-Fi access for educational purposes and require personal devices to authenticate utilizing active directory to manage user credentials.....	<b>8-13</b>
Tier 2 Adopt the Information Technology Infrastructure Library (ITIL) service management as an industry accepted best practice for the delivery of IT as a service.....	<b>8-16</b>
Tier 2 Explore purchasing Chromeboxes to replace student Windows desktop computers and running a virtual desktop interface to deliver web-based applications that may not run on Chrome OS.....	<b>8-22</b>
Tier 2 Explore mobile computing solutions for each level within the district, and run true pilot programs with necessary technical support to ensure operational success.....	<b>8-24</b>
Tier 3 Develop a set of guidelines for using Blackboard Connect as an emergency and attendance communication tool with targeted community outreach criteria.....	<b>8-36</b>

### **1.8 Summary of Fiscal Impacts**

The review of DSD 2 resulted in 22 commendations and 60 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). Twenty-eight recommendations in this report have a fiscal impact (savings and costs).

Tidwell and Associates, Inc. identified a potential five-year net savings of \$9,337,774.

**Exhibit 1-2** provides a summary of the total savings and costs recommended for each chapter. These amounts are presented in today’s dollars and do not include the impact of salary increases or inflations. In addition to recommendations that have fiscal impacts, there are several recommendations in the report that will save the district staff time and improve the efficiency of operations.

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

**EXHIBIT 1-2  
DORCHESTER SCHOOL DISTRICT 2  
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>						
Hire private security company	\$351,120	\$351,120	\$351,120	\$351,120	\$351,120	\$1,755,600
Freeze the hiring of a Educational Foundation Executive Director	\$90,000	\$90,000	\$90,000	\$90,000	\$90,000	\$450,000
<b>Chapter 2.0 Total Savings (Costs)</b>	<b>\$441,120</b>	<b>\$441,120</b>	<b>\$441,120</b>	<b>\$441,120</b>	<b>\$441,120</b>	<b>\$2,205,600</b>
<b>Chapter 3.0: Financial Management</b>						
Seek ASBO and GFOA membership/Certificate of Excellence	(\$2,684)	\$0	\$0	\$0	\$0	(\$2,684)
Reward schools and departments for meeting or exceeding energy management goals.	\$28,500	\$28,500	\$28,500	\$28,500	\$28,500	\$142,500
Conduct a periodic offsite test to recover payroll and other key operating systems.	(\$4,500)	\$0	\$0	(\$4,500)	\$0	(\$9,000)
Obtain additional technology insurance coverage.	(\$4,000)	(\$4,000)	(\$4,000)	(\$4,000)	(\$4,000)	(\$20,000)
Consider increasing Employee Theft, Computer Fraud, and Funds Transfer Fraud coverages.	(\$13,000)	(\$13,000)	(\$13,000)	(\$13,000)	(\$13,000)	(\$65,000)
<b>Chapter 3.0 Total Savings (Costs)</b>	<b>\$4,316</b>	<b>\$11,500</b>	<b>\$11,500</b>	<b>\$7,000</b>	<b>\$11,500</b>	<b>\$45,816</b>
<b>Chapter 4.0: Human Resources Management</b>						
Extend the mentorship program for teachers for a second year	(\$47,700)	(\$47,700)	(\$47,700)	(\$47,700)	(\$47,700)	(\$238,500)
Evaluate the use of existing HR software and maximize utilization to reduce manual processes	(\$995)	(\$995)	(\$995)	(\$995)	(\$995)	(\$4,975)
<b>Chapter 4.0 Total Savings (Costs)</b>	<b>(\$48,695)</b>	<b>(\$48,695)</b>	<b>(\$48,695)</b>	<b>(\$48,695)</b>	<b>(\$48,695)</b>	<b>(\$243,475)</b>
<b>Chapter 5.0: Facility Use &amp; Energy Management</b>						
Hire a project manager with experience in commercial construction projects to assist the facilities director to manage and supervise district-wide replacement projects and capital projects.	(\$70,000)	(\$70,000)	(\$70,000)	(\$70,000)	(\$70,000)	(\$350,000)
Analyze expenditures for facilities' maintenance costs to identify potential savings.	\$257,028	\$257,028	\$257,028	\$257,028	\$257,028	\$1,285,140
Review cleaning practices to determine if staff reduction savings can be found using the National Center for Education Statistics recommendation without sacrificing current levels of cleanliness.	\$330,081	\$330,081	\$330,081	\$330,081	\$330,081	\$1,650,405
Establish a cleaning supply budget for each facility using the National Center for Education Statistics average cost of \$.17/SF.	\$164,050	\$164,050	\$164,050	\$164,050	\$164,050	\$820,250
<b>Chapter 5.0 Total Savings (Costs)</b>	<b>\$681,159</b>	<b>\$681,159</b>	<b>\$681,159</b>	<b>\$681,159</b>	<b>\$681,159</b>	<b>\$3,405,795</b>
<b>Chapter 6.0: Transportation</b>						
Add a Clerical Position	(\$34,000)	(\$34,000)	(\$34,000)	(\$34,000)	(\$34,000)	(\$170,000)
Purchase Maintenance Software	(\$17,000)	(\$1,000)	(\$1,000)	(\$1,000)	(\$1,000)	(\$21,000)
Purchase Fuel From SDE Ultra Low Sulfur Diesel	\$45,000	\$46,000	\$47,000	\$48,000	\$49,000	\$235,000
Eliminate Excessive Hazard Services	\$46,000	\$46,000	\$46,000	\$46,000	\$46,000	\$230,000
<b>Chapter 6.0 Total Savings (Costs)</b>	<b>\$40,000</b>	<b>\$57,000</b>	<b>\$58,000</b>	<b>\$59,000</b>	<b>\$60,000</b>	<b>\$274,000</b>
<b>Chapter 7.0: Food Services</b>						
Add a field supervisor at the district office	(\$65,775.04)	(\$65,775.04)	(\$65,775.04)	(\$65,775.04)	(\$65,775.04)	(\$328,875.20)
Windsor Hill participation in the CEP Program	\$550,421	\$550,421	\$550,421	\$550,421	\$550,421	\$2,752,105
Reduce excess cash	(\$832,954.70)	\$0	\$0	\$0	\$0	(\$832,954.70)
Reduce labor hours to increase efficiency	\$159,757.78	\$159,757.78	\$159,757.78	\$159,757.78	\$159,757.78	\$798,788.90
Collect meal charges	\$124,480	\$0	\$0	\$0	\$0	\$124,480
<b>Chapter 7.0 Total Savings (Costs)</b>	<b>(\$64,070.96)</b>	<b>\$644,403.74</b>	<b>\$644,403.74</b>	<b>\$644,403.74</b>	<b>\$644,403.74</b>	<b>\$2,513,544.00</b>

Chapter Recommendations	Year 1	Year 2	Year 3	Year 4	Year 5	Total Five Year Savings (Cost)
<b>Chapter 8.0 Technology Use &amp; Management</b>						
Establish a Data and Analytics Area and Hire Database Administrator / Web Administrator.	(\$84,320)	(\$84,320)	(\$84,320)	(\$84,320)	(\$84,320)	(\$421,600)
Provide Wi-Fi access for educational purposes and require personal devices to authenticate utilizing Active Directory to manage user credentials.	(\$30,000)	(\$5,000)	(\$5,000)	(\$5,000)	(\$5,000)	(\$50,000)
Adopt the Information Technology Infrastructure Library (ITIL) service management as one of the industry accepted and best practice for the delivery of IT as a service.	(\$5,000)	\$8,000	\$10,000	\$20,000	\$20,000	\$53,000
Explore purchasing Chromeboxes to replace student Windows desktop computers and running a virtual desktop interface to deliver web-based applications that may not run on Chrome OS.	\$60,000	\$200,000	\$150,000	\$150,000	\$150,000	\$710,000
Cost avoidance for support of Windows-based machines	\$0	\$45,000	\$45,000	\$45,000	\$45,000	\$180,000
Maximize E-Rate and develop a strategy to reduce costs for telecommunications services that no longer have E-Rate support.	(\$96,090)	\$680,793	\$31,404	\$24,494	\$24,494	\$665,094
<b>Chapter 8.0 Total Savings (Costs)</b>	<b>(\$155,410)</b>	<b>\$844,473</b>	<b>\$147,084</b>	<b>\$150,174</b>	<b>\$150,174</b>	<b>\$1,136,494</b>
<b>All Chapters Total Savings (Costs)</b>	<b>\$898,419</b>	<b>\$2,630,961</b>	<b>\$1,934,571</b>	<b>\$1,934,161</b>	<b>\$1,939,661</b>	<b>\$9,337,774</b>

## 1.9 Next Steps

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

First, the final report should be posted on the district's 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 database 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 the parents, media, and 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 Dorchester School District 2 (DSD 2). 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 board of trustees and the administration have approved specific measures designed to ensure a cost-effective method for maintaining a current policy manual. (Page 2-9)
- The policy manual on the district's website home page is up-to-date; current procedures can be accessed via hotlinks; and provisions for conducting a policy search of other South Carolina districts are incorporated in the document. (Page 2-9)
- The board conducts efficient and effective board meetings. (Page 2-17)
- The instrument and process to evaluate the superintendent is a best practice. (Page 2-19)
- Superintendent Pye has high visibility in the schools and community, and should be encouraged to use this momentum to create state change. (Page 2-21)
- The district has strong public information initiatives and the ability to engage a high level of parent, community and business involvement. (Page 2-23)

Each of the chapter's recommendations will be labeled either 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 report contains the following recommendations:

- Modify the process to access the district's web-based policy and procedures manual. Tier 2 (Page 2-10)
- Amend BG policy and review procedures BGC/BGD to require a review, minimally, each five years. Tier 1 (Page 2-11)

- Revise the reporting structure to require the new construction facilitator to report to the superintendent and the athletic director to report to the high school principal. Tier 1 (Page 2-14)
- Consider contracting with private security services for the School Resource Officer Program, or directly hire district security officers. Tier 1 (Page 2-16)
- Post board minutes on the district’s website. Tier 1 (Page 2-17)
- Dissolve all board committees that are not meeting and reporting on a regular basis. Tier 3 (Page 2-18)
- Provide ongoing board training by reviewing policies, board roles, effective communication practices and appropriate ethics. Tier 1 (Page 2-20)
- Develop and implement a legal services evaluation plan. Tier 1 (Page 2-21)
- Optimize the use of social media. Tier 2 (Page 2-23)
- Find alternative leadership for the education foundation by working with the SC Coastal Carolina Foundation (CCF) and discontinue the flow-through charges. Tier 1 (Page 2-24)

### **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 were 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=4.22). District (M=4.74) and school administrators (M=4.63) more strongly agreed with this statement in comparison with teachers (M=4.17).
- Respondents also agreed that the district effectively communicates with parents and community members (M=4.23).
- Broadly, district administrators had greater agreement with items in this section than teachers. This was especially the case for the following items:
  - Most administrative practices in this school district are highly effective and efficient, with an average of 4.50 for district administrators and 3.79 for teachers.
  - The district effectively uses volunteers to assist with meeting district goals, with an average of 4.27 for district administrators and 3.56 for teachers.
  - The morale of teachers is good, with an average of 4.13 for district administrators and 3.20 for teachers.
- Both school (M=4.69) and district administrators (M=4.69) agreed more strongly than teachers (M=3.84) that the superintendent is accessible to district staff.
- Notably, teachers (M=2.96) had greater disagreement that they understood the district’s budgetary process in comparison with both school (M=3.97) and district administrators (M=4.32).

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

<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	4.22	4.17	4.63	4.74
Most administrative practices in this school district are highly effective and efficient	3.85	3.79	4.31	4.50
The district effectively communicates with parents and community members	4.23	4.20	4.54	4.56
Major bottlenecks exist in many administrative processes which cause unnecessary delays	3.12	3.04	3.74	3.66
District office administrators provide quality services to schools	3.85	3.80	4.21	4.44
The district office effectively communicates with school-level staff	3.71	3.65	4.09	4.21
The district effectively uses volunteers to assist with meeting district goals	3.61	3.56	3.76	4.27
The district effectively uses business partners to assist with meeting district goals	3.95	3.92	4.09	4.25
School board members understand their role as policymakers and stay out of the day-to-day management of the district	3.61	3.88	3.32	3.10
The superintendent is accessible to district staff	3.94	3.84	4.69	4.71
I understand the district's budgetary process	3.10	2.96	3.97	4.32
The morale of the district's office administration staff is good	3.97	3.94	4.11	4.41
The morale of teachers is good	3.27	3.20	3.81	4.13

Source: Tidwell and Associates, Inc., 2015.

## FISCAL IMPACT OF RECOMMENDATIONS

**Exhibit 2-2** 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 \$1,934,320 over a five-year period.

### EXHIBIT 2-2 FISCAL IMPACT OF CHAPTER 2 DISTRICT ORGANIZATION AND MANAGEMENT

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Hire private security company	\$351,120	\$351,120	\$351,120	\$351,120	\$351,120
Freeze the hiring of an educational foundation executive director	\$90,000	\$90,000	\$90,000	\$90,000	\$90,000
Total Savings	\$441,120	\$441,120	\$441,120	\$441,120	\$441,120

#### **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 Richland 2, Lexington 1, Beaufort School District, and Oconee School District. As part of this voluntary study, the Education Oversight Committee (EOC) and Tidwell and Associates, Inc. requested various data points for comparative purposes. Richland 2 did provide our team with additional peer data. 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.

DSD 2 is governed by a seven-member board of trustees, each elected (at large seats) to serve a four-year term.

Superintendent Joseph Pye was appointed by the board of trustees and has led the district for over 16 years. He is the former recipient of the 2011 State Superintendent of the Year award. Numerous staff interviewed likened Dr. Pye to the “energizer bunny.” He has earned high respect from his staff and community as evidenced by interviews, review of documents and awards, and a summary of comments made at the open community forum.

DSD 2 is an award-winning school system and is one of the fastest growing districts in the state, with over 25,000 students. Twelve elementary schools, six middle schools, and three high schools serve the suburban community of Summerville. The school district also offers a comprehensive adult education program along with an alternative program for middle and high school students. The district employs approximately 3,000 and is the largest employer in Dorchester County.

A school improvement building program is currently underway that will provide three new elementary schools and a new middle school of the arts scheduled to open in 2016-2017. The program will also fund major expansions and renovations at five elementary and three middle schools. All three high schools will have classroom additions to accommodate increased career-readiness and technology programs to better prepare students for college and the workforce. This school improvement building program will alleviate overcrowding at all schools in the district.

The district office utilizes eight different facilities (four central office buildings, the Adult Education Learning Center, two houses that house the interventionists, and a new facility without a specific name). Having district office staff spread among so many physical locations has been a challenge with regard to maintaining effective communications. However, this should be remedied next year as the district plans to reduce the buildings from eight to three for housing central office staff (Rollins Building, the new facility, and the Adult Education Learning Center). Please refer to Chapter 5 Facilities for more information.

Recognized as a school system of excellence, DSD 2 has been awarded district-wide National Accreditation from the AdvancED Accreditation Commission. Additionally, DSD 2 has earned an absolute rating of Excellent for three consecutive years on the state report card. Seventeen of the district's 21 schools received an absolute rating of Excellent on the state report cards, and the other four schools received a rating of Good. DSD 2 was also one of ten districts in the state that received an "A" in federal ratings released this year. The district's rating of 92.2 was number five out of the South Carolina school districts.

District budget data show that the total general fund revenues for FY 2013-14 were \$162,873,836 and the total expenditures for FY 2013-14 were \$165,066,110. The deficit was due to proceeds from an equipment acquisition bond lease for technology being included in FY 13 while much of the expenditures were not incurred until FY14. Fund balance was increased from FY 12 to FY 13 by \$1,735,812. Please see Chapter 3 Financial Management for more details on running a deficit for FY 2013-14.

The review team learned that DSD 2 has many achievements and innovations. These are a result of the district's overall laser focus on the students. Below are only a few of the DSD 2's many recent outstanding district and school accomplishments.

- The AdvancED Accreditation Commission has awarded DSD 2 district-wide National Accreditation, recognizing the district as a quality school system of excellence.
- DSD 2 earned an absolute rating of Excellent and a growth rating of Excellent on the state report card released this year. The district is one of only 27 districts out of 84 in the state to achieve this distinction.
- Seventeen of the district's 21 schools received an absolute rating of Excellent on the state report card, with the other four schools receiving a Good rating.
- DSD 2 was one of ten districts in the state and the only *local county district* that received an "A" in federal ratings as released in 2014.

- Seventeen district schools received the Palmetto Gold Award for outstanding student academic performance presented by the SCDOE and the EOC.
- Eleven schools earned Palmetto Gold and Silver Awards for Closing the Achievement Gap among subgroups of students.
- The district was the first in the state to institute ACT testing for all high school juniors to ensure college and career-readiness for every student.
- As reported on the 2013 South Carolina report card, DSD 2 achieved a graduation rate of 80.7, an increase of 4.2 points over the previous year.
- Twelve district schools have received the SC DOE's Red Carpet Award, seven of them for the second time. This state award is given to schools in recognition of outstanding family-friendly environments.
- Nine teachers received National Board Certification in 2013, bringing the district total to 158 teachers with this distinction.
- In October 2013, 694 students from the three high schools were awarded Academic Medals and letters in recognition of academic excellence with 108 students receiving the Board of Trustees Award for receiving an A in every subject.
- The 2014 graduating classes were offered \$37,977,562 in scholarships, a district record.
- Ashley Ridge High School students have won the Lowcountry Food Drive for four consecutive years, collecting over 15,000 pounds of food to fight hunger in the local community.

Accomplishments such as those listed above are not by accident. Our team found the organizational leadership in the DSD 2 district office to be one of the most progressive and innovative districts reviewed. The culture of the district is one of openness to new ideas, student/family/business/community relationship focused, staff empowerment, and one where leaders model high expectations.

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;
- 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**

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

- Establishing the board's expectations and what may be expected from the board;
- Keeping the board and administration from making poor decisions;
- Establishing an essential division between policy making and administrative roles;
- Creating guidelines within which 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 DSD 2 manual the procedures for development, review and adoption of policies include the following steps:

- Proposals may originate with a member of the board, the superintendent or a resident of the district.
- A policy committee may request review by the legal services of the South Carolina School Board Association (SCSBA).
- The policy committee will review and process proposals prior to submitting to the school board.
- Each policy will be read by the board at two consecutive meetings prior to approval.
- Policies will then be recorded in the minutes of the board.
- Following these procedures the district's policy coordinator will send the policies to SCSBA for final printing, returning to the district and posting on the district's web-site, and
- The policy coordinator will disseminate copies to all manuals at schools and other departments.

The policy manual is composed of seven sections, each with 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 SCSBA for subscribing South Carolina school districts.

**Exhibit 2-3** presents the DSD 2 policy manual classifications (chapters), titles, and policy codes.

**EXHIBIT 2-3  
DSD 2 BOARD POLICIES  
ORGANIZATION OF POLICY HANDBOOK**

CLASSIFICATION/ CHAPTER *	SECTION TITLES	POLICY CODES
A	Foundations and Basic Commitments	AA – ADC
B	School Board Governance and Operations	BA – BJ
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 – IMDC
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: DSD 2 School Board Policy Manual, February 2015.

**Exhibit 2-4** shows the revision status of board policies. The exhibit shows the following:

- 318 policies were examined;
- 267 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, F, K, and L do not show additions or revisions during the last five years.

**EXHIBIT 2-4  
REVISION STATUS OF DSD 2 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	5	-	-	4
B	School Board Governance and Operations	35	31	1	2	1
C	General School Administration	17	17	-	-	-
D	Fiscal Management	26	22	-	2	2
E	Support Services	22	21	1	-	-
F	Facilities Planning and Development	3	3	-	-	-
G	Personnel	66	53	1	6	6

I	Instructional Program	63	51	1	1	10
J	Students	55	42	-	5	8
K	School-Community-Home Relations	19	19	-	-	-
L	Education Agency Relations	3	3	-	-	-
<b>TOTAL</b>		<b>318</b>	<b>267</b>	<b>4</b>	<b>16</b>	<b>31</b>

Source: DSD 2 Board Policy Manual, January 2015.

## FINDING

DSD 2 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.

DSD 2 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 service highlights significant education-related bills passed by the General Assembly each year, provides model policy references, summaries of amended state regulations and recommended district action. The annual cost for this update service is \$1,950. This compares with outsource service fees that range from a low of \$4,000 to as high as \$12,000 or more annually.

### COMMENDATION 2- A:

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

## FINDING

The policy manual and associated administrative procedures are up-to-date.

Upon opening the policy manual, double-clicking on the policy chapter code will open it for a listing of all policies. The hotlinks to procedures, if referenced, are located within a policy's text in red or else will be included using the policy code followed by a dash and R (e.g. GBAA-R). The review team was impressed that the district is on top of adding new policies as times and needs change. For example, a policy on the use of e-cigarettes was recently added. Additionally, a person wishing to search policy provisions adopted by other school districts can do so by clicking on the hotlink located on the page that opens when opening the policy manual page.

### COMMENDATION 2-B:

**The policy manual on the district's website home page is up-to-date; current procedures can be accessed via hotlinks; and provisions for conducting a policy search of other South Carolina districts are incorporated in the document.**

## FINDING

The procedure for locating a desired policy or procedure requires an excessive number of steps and is not user friendly.

Locating the policy manual is accomplished by going to the home page at <http://www.dorchester2.k12.sc.us/>. Four primary steps or actions must be taken to access the policy manual online. The steps or actions are to click on *Community*, then *District Information* followed by *School Board Information* and finally *Policies*. This process will open the page; then go to the upper right of the page and click on *Table of Contents* for access to all policies. By double-clicking on the policy chapter title all policies for the selected chapter will be listed for access.

This process is very cumbersome and confusing for the lay or community member or a parent seeking information. A one- or two-step process from the district's home page would make the process much more user-friendly.

The hotlinks to procedures, if referenced, are located within the text in red or otherwise included using the policy code followed by a dash and R (e.g. GBAA-R). Additionally, a person wishing to search policy provisions adopted by other school districts can do so by clicking on the hotlink located on the page that opens when opening the *Online District Policy Manual* page.

## **TIER 2 RECOMMENDATION**

### **Recommendation 2-1:**

#### **Modify the process to access the district's web-based policy and procedures manual.**

The recommendation can be implemented by placing the access location to the policy manual on the district's website home page. One example of this can be found on the Lexington 4 website at <http://www.lexington4.net/>

Adopting a simpler process will avoid any perception that the policy manual is intentionally obscured. Furthermore, implementation of a one- or two-step process should reduce the time it takes school personnel to access the document.

## **IMPLEMENTATION PLAN**

1. The superintendent should prepare the recommended changes and submit to the board of trustees for review, editing, and approval.
2. The board of trustees should review the recommended edits and instruct the superintendent to contact the web master to ensure implementation of the new procedures.
3. The superintendent should notify district and school personnel of the changes to the website and, if necessary, the SCSBA.

## **FISCAL IMPACT**

This recommendation can be accomplished with existing resources and at no additional cost to DSD 2.

## **FINDING**

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

Policy code is BG; 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 provides that “...the board will continually study and evaluate the written policies...” Procedures to this policy, BGC/BGD, prescribe administrative rules for policy review and other related matters including final adoption. 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 1 RECOMMENDATION

### Recommendation 2-2:

**Amend BG policy and 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 review procedure requires of the board and administration and ensure that each chapter is carefully examined on a regular schedule. Consultants are aware that, concurrently, the board may be reviewing proposals from the SCSBA.

A sample review schedule is shown in **Exhibit 2-5** 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 2-5 SAMPLE REVISION SCHEDULE FOR DSD 2 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	70	YEAR 2
G	Personnel	66	YEAR 3
I	Instructional Program	63	YEAR 4
J & L	Students; Education Agency Relations	58	YEAR 5
<b>TOTAL</b>		<b>318</b>	

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

## IMPLEMENTATION PLAN

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

## FISCAL IMPACT

This recommendation can be accomplished with existing resources and at no additional cost to DSD 2.

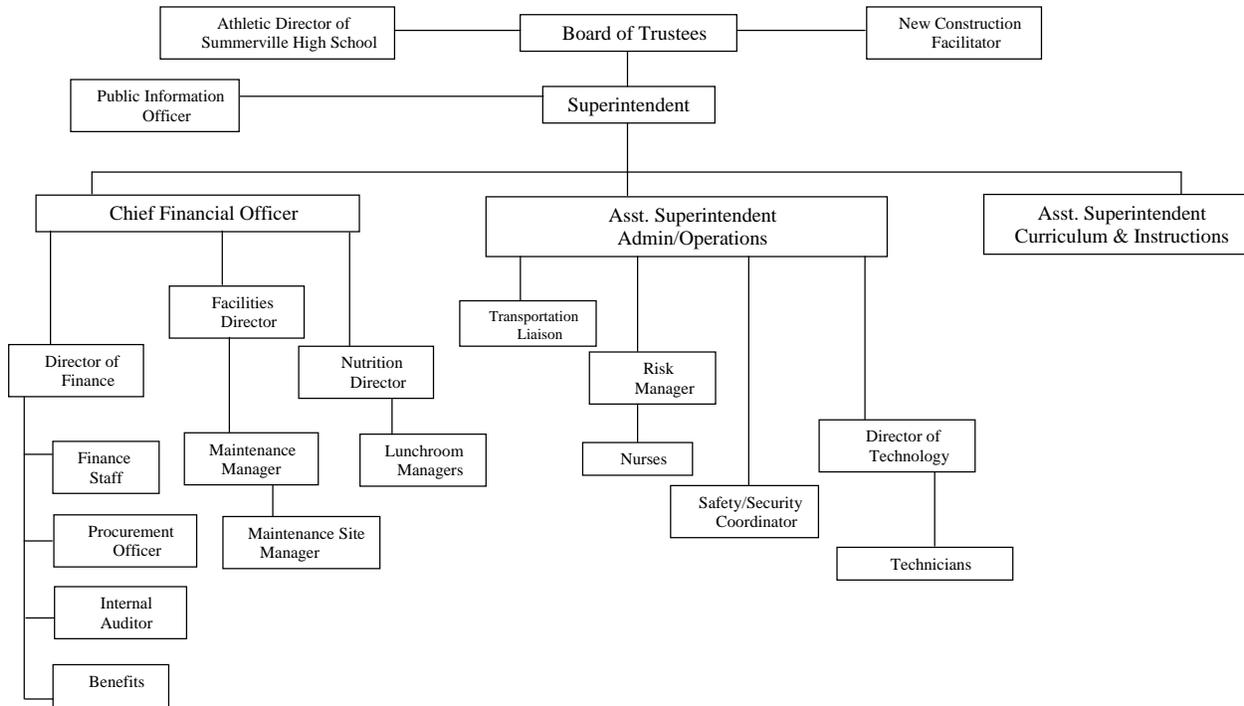
## FINDING

Not all district personnel report to the superintendent or his staff; there are positions reporting directly to the board.

DSD 2's organizational structure for operations is shown in **Exhibit 2-6**. More detail in the human resource department is shown in Chapter 4.0. The scope of this review did not include an analysis of instruction and programs and thus, only the operational part of the organizational structure is included. As shown, the superintendent has four direct reports including the public information officer, chief financial officer, assistant superintendent for administration and operations, and an assistant superintendent for curriculum and instruction.

There are two staff positions reporting directly to the board: the new construction facilitator and the athletic director of Summerville High. While the superintendent has worked directly with this position, this position is a direct report to the board. This structure is not recommended by best practices. All staff should report to district leadership, not the board. It was not clear who evaluates the staff members reporting to the board and while it may not present pressing issues now, it could set a precedent for future reporting issues. A school board's role is to set policy and the superintendent's role is to administer and make recommendations to the board. Having direct reports to the board is a violation of the board's role versus the superintendent's role.

**EXHIBIT 2-6  
DORCHESTER SCHOOL DISTRICT 2  
CURRENT ORGANIZATION CHART  
2014-15**



Source: Dorchester School District 2, 2015.

**Exhibit 2-7** presents a comparison of DSD 2 district administrator and certified personnel staffing to peer districts. The exhibit shows:

- DSD 2 has the most favorable ratio of district administrators to certified personnel, about twelve percent lower than the average comparison group ratio;
- DSD 2 has the most favorable ratio of district administrators to students in the group, 23% lower than the average comparison group ratio;
- DSD 2 has the lowest average of all administrator salaries, approximately 10 percent lower than the comparison group average.

**EXHIBIT 2-7  
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>Dorchester 2</b>	<b>1,760.9</b>	<b>54.1</b>	<b>25,117</b>	<b>1:14.3</b>	<b>1:464.3</b>	<b>\$79,695</b>
Beaufort 1	1,734.9	82.5	21,359	1:12.3	1:258.9	\$84,315
Lexington 1	1,986.1	104.8	24,694	1:12.4	1:235.6	\$91,605
Oconee 1	913.0	23.0	10,550	1:11.6	1:458.7	\$82,905
Richland 2	2,218.7	73.3	27,286	1:12.3	1:372.3	\$92,325
<b>Average</b>	<b>1,713.2</b>	<b>70.9</b>	<b>20,972</b>	<b>1:12.6</b>	<b>1:357.9</b>	<b>\$86,169</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.

While the data show that DSD 2 has the lowest ratio of district administrators to certified personnel, it is apparent that based on the high student achievement, the district's improvement, and the rapid growth in enrollment that this structure is working for the district.

The Richland School District Two organizational structure includes superintendent, director of planning, executive director of operations, chief technology officer, assistant superintendent, executive director of special services, chief administrative officer, executive director of teaching and learning, special projects officer, chief financial officer, assistant superintendent, and the executive director of communications. Support staff include an executive assistant to the superintendent, executive assistant to the assistant superintendents, and front desk receptionist. This structure, with the exception of the special projects officer, is very similar to the operational structure of DSD 2.

### **TIER 1 RECOMMENDATION**

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

**Revise the reporting structure of DSD 2 to require the new construction facilitator to report to the superintendent and the athletic director of Summerville High School to report to the high school principal.**

By implementing this recommendation, all staff members will be directly reporting to district or school staff and not the board which promotes best practices in separating the board and superintendent's roles and responsibilities.

### **IMPLEMENTATION PLAN**

- |   |
|---|
| 1. The superintendent should revise the organizational reporting structure.   |
| 2. The board of trustees should vote to approve the new structure and ensure that all stakeholders are aware of the reporting structure change. |

## FISCAL IMPACT

There is no fiscal impact associated with this recommendation.

## FINDING

There is inequitable school resource officer (SRO) coverage across the district.

DSD 2 has a total of 18 school resource officers (SROs) overseen by the safety and security coordinator. While the City of North Charleston provides SROs at no charge to the district, believing it is the City's responsibility to assist with school discipline and order, both the Town of Summerville and Dorchester County charge the district for SROs. The result is inequities in SRO coverage across the district's schools.

**Exhibit 2-8** shows the cost of the SROs and the potential savings if the program is brought in-house or contracted with a private security firm. The first column is the number of officers for each jurisdiction. The second column reflects the amount the district paid the County and the Town in the past. The third column reflects the increased costs charged by the County and Town. The fourth column represents the estimated salary and benefits if the district directly hired the officers, which ranges (salary plus benefits) from \$40, 833 to \$44,139. The fifth column is the estimated costs for contracting with a private security company for the 11 positions now provided by the Town and the County. The projected savings by providing the positions in-house is \$194,305; the projected savings if the 11 positions were contracted with a private security company is \$351,120. There are other combinations of these approaches that could be used which would modify the projected savings.

### EXHIBIT 2-8 SOURCES OF SROs AND ASSOCIATED COSTS AND SAVINGS 2014-15

<b>SRO PROGRAMS</b>							
<b>PROVIDER</b>	<b>NUMBER SROs</b>	<b>COUNTY/TOWN PRIOR COST</b>	<b>COUNTY/TOWN NEW COST</b>	<b>IN-HOUSE COST</b>	<b>PRIVATE SECURITY COST</b>	<b>POTENTIAL SAVINGS (IN-HOUSE)</b>	<b>POTENTIAL SAVINGS (PRIVATE SECURITY)</b>
Town of Summerville	6	\$140,000	\$360,000	\$245,000	\$168,480	\$115,000	\$191,500
Dorchester County	5	\$120,000	\$300,000	\$220,695	\$140,400	\$79,305	\$159,600
City of North Charleston	7	\$0	\$0	\$0	\$0	\$0	\$0
DSD 2 Security Officers	0						
<b>Totals</b>	<b>18</b>	<b>\$260,000</b>	<b>\$660,000</b>	<b>\$465,695</b>	<b>\$308,880</b>	<b>\$194,305</b>	<b>\$351,120</b>

Source: DSD 2 Business Office combined with Tidwell and Associates, Inc. interview notes, 2015.

## TIER 1 RECOMMENDATION

### Recommendation 2-4:

**Consider contracting with private security services for the School Resource Officer Program, or directly hire district security officers.**

The district should consider a modified approach to providing SRO or security services in lieu of utilizing officers provided by the Town of Summerville and Dorchester County, due to the substantial increase in price for this year. The district has a safety/security coordinator who can oversee the program and bringing the program in-house or contracting with a private security company will ensure all schools have adequate coverage. Many districts nationwide are hiring their own SROs. Others are utilizing private security firms who also have arrest powers and provide their own supervision, training, liability insurance, benefits, uniforms, and weapons. At least two districts in SC are using that approach, Lancaster and Lexington/Richland School District 5 (Chapin High School). Aubrey Independent School District in Texas brought their security in-house and not only have they found it overall more economical, they also have found more consistency in the procedures across all schools.

## IMPLEMENTATION PLAN

1. The superintendent should meet with the agencies providing SROs to discuss the recommended to SRO organizational plan.
2. The superintendent should recommend to the board of trustees the reorganization of the reporting system for SROs.
3. The board of trustees should review and approve the reorganization of the reporting system for SROs and instruct the superintendent to proceed with contracting with the private security company or hiring its own security officers.
4. The superintendent should cause the plan to be implemented.

## FISCAL IMPACT

This fiscal impact is based on the district choosing to hire a private security company. Please see the previous **Exhibit 2-8** for an explanation of cost savings. Should the district choose to hire a private security company, the five-year cost savings is estimated at \$1,755,600.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Hire private security company	\$351,120	\$351,120	\$351,120	\$351,120	\$351,120

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

#### FINDING

DSD 2 is governed by a seven-member board of trustees that overall conducts business efficiently and effectively.

The board meets the 2<sup>nd</sup> and 4<sup>th</sup> Mondays of the month. All board members have an iPad and district email address. Board members are paid \$600 a month and the chair is paid \$750 a month. Interviews indicate the board packets are complete, timely, and delivered electronically several days prior to board meetings. The board rotates its board meetings among all of the

district schools to ensure board members are actively seeing best practices in each school. The school where the board meeting is held is highlighted and a student is selected to be an honorary board member for the meeting. A review of several board agendas shows an orderly process and it was shared that meetings are civil and run using appropriate parliamentary procedures.

The superintendent's executive assistant takes the board minutes. A review of the minutes from the last five board meetings shows complete and orderly minutes. All staff and board members interviewed indicated the minutes are accurate and few changes have to be made. While the board minutes are posted internally, the general public does not have access to the minutes. The minutes are not posted on the district's website or easily accessible.

Peer district Richland 2 provides highlights of board minutes for each board meeting. See the following link for an example:  
<https://www.richland2.org/boardoftrustees/Pages/2014June24SchoolBoardMeetingHighlights.aspx>

Lexington School District 1 (another peer) publishes minutes of board meetings. See the following link for an example:  
[http://www.lexington1.net/LexOneWeb/Board/Board\\_Minutes/07-15-2014\\_Board\\_Minutes.pdf](http://www.lexington1.net/LexOneWeb/Board/Board_Minutes/07-15-2014_Board_Minutes.pdf)

#### **COMMENDATION 2-C:**

**The board conducts efficient and effective board meetings.**

#### **TIER 1 RECOMMENDATION**

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

**Post board minutes on the district's website.**

By implementing this recommendation it will improve the transparency of the district and keep the community better informed as well as all district personnel.

#### **IMPLEMENTATION PLAN**

1. The superintendent should recommend to the board of trustees the posting of board minutes on the district's website.
2. The board of trustees should review and approve the recommended action.
3. The superintendent should cause the posting of board meeting minutes to be implemented.

#### **FISCAL IMPACT**

There is no fiscal impact associated with this recommendation other than a few hours of staff time on a monthly basis.

#### **FINDING**

There are seven board committees and several of the committees do not meet regularly nor do they report activity to the board when they do meet.

The seven committees are: policy, facility, safety construction, finance, feasibility of an aquatic center, legislative, and technology. The facility and the aquatic center committees meet on a fairly regular basis; however, some interviewees could not recall the last time the other committees met.

Board Policy BDE states that "...the chairman may appoint special committees when the need arises. The function of special committees will be fact-finding, deliberative, and advisory, but never legislative or administrative. Such committees will serve until they have accomplished their purpose and/or until they are discharged. Every special committee will render its report when due and when called for by the chairman. Any special committee failing to report within the succeeding two regular meetings will be considered dissolved unless granted an extension by the board."

### **TIER 3 RECOMMENDATION**

#### **Recommendation 2-6:**

**Dissolve all board committees that are not meeting and reporting on a regular basis.**

Implementation of this recommendation should result in the elimination of unneeded committees. This action could prevent the development of misunderstandings of the purpose of committees that do not meet or, when they do meet, do not report actions taken or deliberations.

### **IMPLEMENTATION PLAN**

1. The superintendent should recommend to the chairman of the board of trustees the elimination of unneeded committees.
2. The chairman of the board of trustees should review and approve the recommended action and the unneeded committees eliminated.

### **FISCAL IMPACT**

**There is no fiscal impact associated with this recommendation.**

### **FINDING**

The instrument used to evaluate the DSD 2 superintendent is thorough and considered a best practice.

The board is responsible for formally evaluating the superintendent each year. An excellent evaluation process helps to clarify for the superintendent his role in the school system as identified by the board, develops unity of purpose between the board and staff, and enhances organizational health.

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. Interviews indicate that this state instrument was based

upon the instrument being used in DSD 2. School districts statewide are encouraged to use the instrument at no charge and it is based on national best standards.

The evaluation process requires the superintendent to propose priority goals and indicators for performance that he recommends for inclusion in the evaluation process. These goals are specific to the areas in need for district improvement. The school board then formally adopts the superintendent's priority goals and indicators of performance and includes these in the evaluation process. The school board then formally adopts the dimensions of the superintendent to prepare and guide school board members' thinking as they evaluate the superintendent's performance.

The superintendent periodically provides the board with a progress report on the priority goals and indicators of performance. Toward the end of the year, the superintendent also submits to the board any future priority goals for the following year. These would relate to the board's adopted strategic plan and set goals. Our team reviewed the district's strategic plan and the process used to create it and found it to be a solid plan and process based on best practices.

The attorney assists in the evaluation process by communicating 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 the dimensions in **Appendix 2**); and
- Superintendent's future priority goals.

Superintendent Pye's goals are shown at the district website link below.

<http://dorchester.schoolfusion.us/modules/groups/homepagefiles/cms/478113/File/PIO/2015/District%20Office/Superintendent%27s%20Goals%202015-2016.pdf?sessionid=d3cedee82359dc738e69da6804ddc19d4>

## **COMMENDATION 2-D:**

**The instrument and process to evaluate the superintendent is a best practice.**

## **FINDING**

The DSD 2 board should participate in ongoing training to ensure they understand their role and to serve as a policymaking body, allowing the superintendent to administer the schools.

As previously mentioned, the board has two staff members reporting directly to them. Interviews with board members and staff also indicate that there have been some questionable conflict of interest situations arising at board meetings, and occasional pressure from various board members to make decisions that may not be in the best interest of the district (i.e., hiring a relative, etc.). It has been noted that sometimes select board members will try to take on a parent or community member's complaint without the involvement of the superintendent.

It was also learned that it is not uncommon for a board member to directly visit schools unannounced. Board policy BHC states, "Board members should make official visits to the school only under board authorization and with the full knowledge of staff including the superintendent, principals, and other supervisors."

While there is a two-hour new board member orientation, it is insufficient and ongoing training is necessary. Some boards take time each board meeting to review board policy (i.e. Lexington 4). This provides the ongoing reminders of their specific role.

## **TIER 1 RECOMMENDATION**

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

**Provide ongoing board training by reviewing policies, board roles, effective communication practices and appropriate ethics.**

This recommendation could be implemented through the SCSBA by providing an organized method for keeping the board up-to-date not only on their policies, but maintaining focus on the board's primary roles. Furthermore, this could create opportunities to examine board-public-parent communications and how to handle very difficult situations that many board members in all school districts have to manage. The training could take place in a scheduled retreat setting or in scheduled board work sessions.

## **IMPLEMENTATION PLAN**

1. The board of trustees should review and approve the recommended action and instruct the superintendent to contact the SCSBA for needed materials and or assistance.
2. The superintendent should contact the SCSBA for needed materials and or assistance and advise the board as to his findings.
3. The board of trustees should proceed with implementing the recommended training.

## **FISCAL IMPACT**

The fiscal impact is minimal, if any, to implement this recommendation.

## **FINDING**

Superintendent Pye is very visible in the schools and community.

The superintendent makes regular trips to all of the schools in the district and is a member (or participates) in the following organizations: Rotary, SCENG, on the board of SCANTA, Exchange Club, on the advisory boards of the College of Charleston and Citadel College, a member of the Charleston Chamber of Commerce, the Summerville Chamber of Commerce, and Kiwanis Club.

Superintendent Pye is also instrumental in building a network of business partners such as Bosch and Boeing. Records indicate that more than 550 business partners assisted schools with programs including mentoring, tutoring, school projects, and donations in just the year 2013-14.

Since Superintendent Pye is well respected in the community and has a record of success, some interviewed believe he should be more active in meeting with the county council and more instrumental in voicing opinions to legislators to have a positive effect on state policy.

## **COMMENDATION 2-E:**

**Superintendent Pye has high visibility in the schools and community and should be encouraged to use this momentum to create state change.**

### **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**

At the request of the board, the district recently switched law firms from Rosen and Rosen to Childs and Halligan. However, there is no evidence of the formal evaluation of firms providing services.

Childs and Halligan, the current provider, charges \$100 per month for the first two hours, then hourly rates for subsequent work.

A review of data show that legal fees more than doubled from \$107,210 in 2012-13 to a total of \$254,232.71 in 2013-14. To compare this with a peer district, Lexington 1's FY 2013 legal expenditures were \$241,040 and FY 2014 legal expenditures were \$261,268, essentially comparable to DSD 2's legal expenses.

Other firms are used for various cases. For example, the district has two major lawsuits. One is regarding an SRO's use of a taser on a student and the other is a suit against the district by the Trident and SC Homebuilders' Association challenging the district's impact fees that were enacted in 2009. Haynesworth is the district's bond attorney and is defending them in the impact fee lawsuit. The Douglas law firm is used on occasion for special education cases.

When asked why the dramatic increase in legal fees, the typical response in interviews included comments such as "legal expenses are higher when building schools" and "the current firm brings multiple attorneys to solve an issue that used to take only one attorney." Upon hiring, the new firm did not itemize expenses and at the request of the district began doing so shortly after the request.

### **TIER 1 RECOMMENDATION**

#### **Recommendation 2-8:**

**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**

Overall, the district does an outstanding job in its outreach and communication to the community, parents, and businesses. However, it does not optimize the use of social media opportunities.

The district public information office creates and distributes a newsletter called "Newsmakers" that is distributed to staff and the community. The newsletter is also posted on the website a minimum of once a month and usually twice a month. The newsletter is emailed to all employees, all local media outlets, board members and local elected officials, PTA leaders, the local Chamber of Commerce, local churches, business partners, and members of community liaison groups.

The district survey shows that overall teachers, school administrators, and district administrators believe that the district is effectively communicating with parents and community members. These scores are on a scale of 1-5 (5 being the highest score).

VARIABLE	TOTAL	TEACHER	SCHOOL ADMINISTRATOR	DISTRICT ADMINISTRATOR
The district effectively communicates with parents and community members	4.23	4.20	4.54	4.56

The district has a business partner liaison at each school and a volunteer liaison at each school to assist in building and fostering relationships. The many recent accomplishments include:

- Over 4,000 volunteers logged 186,422 hours through March 2014 totaling \$3,756,403 in value;
- More than 550 business partners assisted schools with programs including mentoring, tutoring, school projects, and donations;
- 100 percent of district schools participated in the Trident United Way’s Day of Caring that brought hundreds of volunteers to work to improve school facilities;
- 100 percent of district schools participated in the Charleston Chamber of Commerce Education Foundation’s Principal for a Day, bringing business leaders into schools to shadow principals;
- Summerville High School’s Wave TV was named Best Broadcast in the State by the SC School Press Association;
- There are 12 district schools that received the SCDOE Red Carpet Award, seven of them for the second time. This state award is given to schools in recognition of outstanding family-friendly environments;
- The 2014 graduating classes were offered \$37,977,562 in scholarships, a district record;
- Ashley Ridge High School students have won the Lowcountry Food Drive for four consecutive years, collecting over 15,000 pounds of food to fight hunger in our local community; and
- The district participated in the MUSC Boeing Center for Children’s Wellness initiative that creates a wellness culture among students and staff. DSD 2 was the only school district in the state to have 100 percent of schools (22) participating in this program that qualified all schools for a monetary award from the center.

After many interviews and a review of documentation, our primary observation is that the public information office does not maximize its use of social media for faster communications.

**COMMENDATION 2-F:**

**The district has strong public information initiatives and the ability to engage a high level of parent, community and business involvement.**

**TIER 2 RECOMMENDATION**

**Recommendation 2-9:**

**Optimize the use of social media.**

Utilization of the social media opportunities should provide information to a portion of the population that more-and-more has become accustomed to this medium for communications. Implementation, simply put, could expand the timely provision of important information.

### IMPLEMENTATION PLAN

1. The superintendent should instruct the public information office to incorporate social media into its list of communications mediums.
2. The public information office should incorporate social media into its list of communications mediums and begin utilization.

### FISCAL IMPACT

There is no additional cost to implement this recommendation.

### FINDING

DSD 2 has an active education foundation that is not operating cost-effectively and not providing financial support as planned.

**Exhibit 2-9** shows the total donations since the foundation's inception on May 30, 2013. This 501c3 nonprofit benefit corporation was created to produce resources to enhance the instructional programs in DSD 2.

### EXHIBIT 2-9 DSD 2 EDUCATION FOUNDATION DONATIONS

FY	Undesignated			Designated – Grants & Robotics			Total Designated & Undesignated
	Individuals	Businesses & Organizations	Total Undesignated	Individuals	Businesses & Organizations	Total Undesignated	
2013-14	\$5,775		\$5,775		\$20,000	\$20,000	\$25,775
2014-15*	\$12,627	\$500	\$13,127		\$46,600	\$46,600	\$59,727
<b>TOTAL</b>	<b>\$18,402</b>	<b>\$500</b>	<b>\$18,902</b>		<b>\$66,600</b>	<b>\$66,600</b>	<b>\$85,502</b>

\*July 2014 through December 2014  
Source: DSD Business Office, 2015.

The balance in the foundation fund account as of May 31, 2014 was \$23,702.

The district hired the education foundation executive director at a salary of \$64,000 plus benefits for a total of \$90,000. To date, donated funds have not been sufficient to cover the cost of the salary. The executive director resigned in December, 2014 and the foundation board has been looking to replace the position at the same level of compensation. Additionally, the review team learned that the foundation is charging the district a flow-through fee ranging from 3-18 percent depending on the size of the grant.

### TIER 1 RECOMMENDATION

#### Recommendation 2-10:

**Find alternative leadership for the education foundation by working with the SC Coastal Community Foundation (CCF) and discontinue the flow-through charges.**

The South Carolina Coastal Community Foundation (CCF) may assist the foundation board at a very low cost. The following document provides information that may be of value as DSD 2 considers this recommendation.

Since 2005, several public schools have partnered with 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 five years to 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 multiyear 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.

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

### IMPLEMENTATION PLAN

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

## FISCAL IMPACT

As noted in the finding, the district was paying the educational foundation a total of \$90,000 (which included benefits). The plan is to fill this vacant position. By working with the CCF, this cost can be avoided. CCF fees are calculated on the amount of the grant or donation and are deducted quarterly. The fee typically ranges from one percent to 0.50 percent depending on the amount of funds raised.

<b>Recommendation</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>
Freeze the hiring of an educational foundation executive director	\$90,000	\$90,000	\$90,000	\$90,000	\$90,000

## 3.0 FINANCIAL MANAGEMENT

This chapter presents findings, commendations, and recommendations related to the financial, purchasing, and warehousing operations and activities of Dorchester School District Two (DSD 2). 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 DSD 2 office of finance provides financial services in a competent, fiscally conservative, and overall cost-effective manner. Financial records are in conformance with the South Carolina State Department of Education (SCDOE) Code of Accounts and the SCDOE Financial Accounting Handbook.

This report contains the following commendations

- The board and administration have a formal written policy requiring a fund balance. (Page 3-9)
- The district demonstrates excellence in financial reporting. (Page 3-10)
- DSD 2 is commended for its electronic financial records management and retention system. (Page 3-10)
- DSD 2 is commended for its risk management program. (Page 3-11)
- The district aggressively seeks instructional grants. (Page 3-11)

Each of the chapter's recommendations will be 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.

Below is a guideline on the various three tiers.

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

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

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

While performing in a highly professional manner, this review by Tidwell and Associates, Inc. did note some opportunities to enhance DSD 2's financial operations. Our recommendations include the following:

- Reassign the grants writer position to the office of finance and focus on increased efforts to obtain operational grants. Tier 2 (Page 3-8)

- Request the legislative delegation to amend the local legislation to remove the cap or to allow the board to set in policy a target range for the fund balance above 15 percent. Tier 2 (Page 3-9)
- Consider submitting the annual financial audit report to both ASBO and GFOA at least once every five years and obtain a Certificate of Excellence in financial reporting. Tier 3 (Page 3-11)
- Conduct an annual inventory of fixed assets certified by the senior official at each facility showing additions and deletions, even if no changes occurred. Tier 3 (Page 3-13)
- Propose a plan for consideration by the board to reward schools and departments financially for meeting or exceeding energy management goals. Tier 2 (Page 3-13)
- 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 3-14)
- Consider seeking broader coverage for the district's data and media to protect against computer virus and vandalism. Tier 2 (Page 3-15)
- Consider increasing Employee Theft, Computer Fraud, and Funds Transfer Fraud coverages to \$1,000,000 for each. Tier 2 (Page 3-16)
- Alter the external audit firm selection process so the board makes the decision. Tier 1 (Page 3-17)
- Request board members to submit in writing their top budget priorities for the coming year. Tier 1 (Page 3-18)
- Conduct Medicaid provider training at the beginning of the school year and periodically when there are policy changes. Tier 2 (Page 3-19)
- Seek answers from SCDOE and South Carolina Department of Health and Human Services on the question of private/school-based reimbursements for speech. Tier 2 (Page 3-21)
- Study health services reimbursements at the end of the fiscal year to determine if changes can increase them. Tier 2 (Page 3-22)
- Ensure that all staff who administer the Medicaid program are on the School District Administrative Claiming survey roster. Tier 2 (Page 3-23)
- Ensure that all required tasks for submitting data to SCDOE for Special Needs Transportation (SNT) are done correctly and on time. Tier 2 (Page 3-24)

### **Survey Results Related to Financial Management**

Tidwell and Associates, Inc. conducted a survey of all district administrators, principals, assistant principals, and teachers in DSD 2. 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 survey results can be found in **Appendix 1**.

**Exhibit 3-1** shows the responses of survey participants as it relates to the financial management of the district. *Note to the reader: M stands for Mean.* As shown:

- District (M=4.44) and school administrators (M=4.27) more strongly agreed that tax dollars are being well spent by the district in comparison with teachers (M=3.48).
- District (M=4.61) and school administrators (M=4.47) also agreed more strongly that the district spends an appropriate percentage of its budget on academic programs than teachers (M=3.82).

- District administrators (M=4.60) agreed more strongly than teachers (M=3.67) that the district is transparent in how it spends money.
- Both teachers (M=3.78) and school administrators (M=3.71) agreed more strongly than district administrators (M=3.12) that they complete an annual inventory of the equipment in their work area.
- District (M=4.44) and school administrators (M=4.26) agreed more strongly than teachers (M=3.42) that financial resources are allocated fairly and equitably to the district's schools.

**EXHIBIT 3-1  
FINANCIAL MANAGEMENT SURVEY RESULTS  
DORCHESTER 2 SCHOOL DISTRICT**

<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	3.59	3.48	4.27	4.44
The district actively applies for competitive state and federal grants	4.02	3.97	4.32	4.23
The district's financial reports are readily available to the community	4.08	4.00	4.52	4.56
The district spends an appropriate percentage of its budget on academic programs	3.92	3.82	4.47	4.61
The district is transparent in how it spends money, including posting the budget on the district website	3.79	3.67	4.34	4.60
I complete an annual inventory of the equipment in my work area	3.74	3.78	3.71	3.12
The district wisely manages its revenues and expenditures	3.72	3.60	4.37	4.48
Financial resources are allocated fairly and equitably to the district's schools	3.55	3.42	4.26	4.44
School administrators are well trained in the fiscal management of their schools	3.94	3.95	3.70	4.32
Purchasing processes are not cumbersome for the requestor	3.48	3.41	3.86	3.97

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 and Associates, Inc., 2015

## FISCAL IMPACT OF RECOMMENDATIONS

**Exhibit 3-2** provides a summary of the estimated costs and savings associated with the recommendations contained in this chapter.

As shown, to implement this chapter's recommendations will result in savings of \$4,661 in year one and a total savings of \$50,661 over a five-year period. The capital cost to acquire a new financial software system could cost \$750,000, but would be spread over at least five years and would be financed via general obligation bonds (See **Appendix 3**) and not impact the general fund operating budget. There is a potential increase in annual revenue of \$1,391,222 (see **Appendix 3**).

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

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
Reward schools and departments for meeting or exceeding energy management goals	\$28,500	\$28,500	\$28,500	\$28,500	\$28,500
Conduct an annual offsite test to recover payroll and other key operating systems	(\$4,500)			(\$4,500)	
Obtain additional technology insurance coverage. coverage	(\$4,000)	(\$4,000)	(\$4,000)	(\$4,000)	(\$4,000)
Consider increasing Employee Theft, Computer Fraud, and Funds Transfer Fraud coverages	(\$13,000)	(\$13,000)	(\$13,000)	(\$13,000)	(\$13,000)
<b>COST SAVINGS</b>	<b>\$4,661</b>	<b>\$11,500</b>	<b>\$11,500</b>	<b>\$11,500</b>	<b>\$11,500</b>

### 3.1 Introduction, Methodology, and District Comparisons

Financial reporting is prepared by the office of finance staff. Extensive interviews were conducted with the superintendent and this staff. Financial audit reports prepared by external auditors were reviewed for FY 11-12, FY 12-13, and FY 13-14.

Selected data from comparison districts identified by DSD 2 and the Education Oversight Committee (EOC) are shown in the following table (**Exhibit 3-3**). In this chart of particular note is that DSD 2's expenditures are the lowest of the three districts of comparable size based on student enrollment; and, operations and leadership expenditures are the lowest of comparable sized districts. Interviews with staff indicated that this is primarily attributable to prudent fiscal management by the board and the administration.

**EXHIBIT 3-3  
DISTRICT COMPARISON CHART  
DORCHESTER SCHOOL DISTRICT TWO  
FY 2011-2012**

<b>FISCAL YEAR 2011-12</b>					
<b>School District</b>	<b>Dorchester 2</b>	<b>Beaufort</b>	<b>Lexington 1</b>	<b>Oconee</b>	<b>Richland 2</b>
<b># Of Students</b>	<b>23,324</b>	20,110	23,024	10,535	25,966
<b>Current Expenditures</b>	<b>\$183,953,625</b>	\$211,202,142	\$213,334,905	\$106,611,606	\$257,606,769
<b>Capital &amp; Out-of District Obligations</b>	<b>\$20,753,471</b>	\$79,337,090	\$133,722,590	\$23,733,731	96,081,046
<b>Total Expenditures</b>	<b>\$204,707,096</b>	\$290,539,232	\$347,057,495	\$130,345,337	\$353,687,815
<b>INSTRUCTION</b>	<b>\$108,310,239</b>	\$117,666,155	\$120,114,373	\$60,710,626	\$145,507,297
Face-To-Face Teaching	\$99,562,876	\$110,184,048	\$115,383,821	\$57,719,732	\$136,339,368
Instructional Teachers	\$93,181,354	\$102,078,436	\$113,865,739	\$53,735,381	\$126,576,894
Substitutes	\$2,446,407	\$1,775,873	\$1,518,082	\$686,629	\$2,442,579
Instructional Paraprofessionals	\$3,935,115	\$6,329,739	\$ -	\$3,297,722	\$7,319,895
Classroom Materials	\$8,747,363	\$7,482,107	\$4,730,552	\$2,990,894	\$9,167,929
Pupil-Use Technology & Software	\$4,903,883	\$3,845,093	\$1,620,017	\$1,580,561	\$1,777,155
Instructional Materials & Supplies	\$3,843,480	\$3,637,014	\$3,110,535	\$1,410,333	\$7,390,774
<b>INSTRUCTIONAL SUPPORT</b>	<b>\$23,936,915</b>	<b>\$29,562,637</b>	<b>\$31,253,358</b>	<b>\$14,680,251</b>	<b>\$26,900,382</b>
Pupil Support	\$12,620,187	\$17,143,951	\$18,685,459	\$10,862,179	\$19,387,431
Guidance & Counseling	\$4,444,567	\$4,160,800	\$6,544,940	\$3,330,421	\$6,062,021
Library & Media	\$2,288,176	\$3,675,476	\$2,981,053	\$2,248,115	\$3,460,727
Extracurricular	\$2,671,078	\$4,645,263	\$4,883,198	\$3,838,468	\$4,877,827
Student Health & Services	\$3,216,366	\$4,662,412	\$4,276,268	\$1,445,175	\$4,986,856
Teacher Support	\$7,890,829	\$11,204,023	\$10,450,034	\$2,334,891	\$3,442,153
Curriculum Development	\$6,154,959	\$8,400,191	\$8,642,795	\$1,020,828	\$1,497,776
In-Service & Staff Training	\$1,735,870	\$2,803,832	\$1,807,239	\$1,314,063	\$1,944,377
Program Support	\$3,425,899	\$1,214,663	\$2,117,865	\$1,483,181	\$4,070,798
Program Development	\$ -	\$96,147	\$361,152	\$198,858	\$981,541
Therapists, Psychologists, Evaluators, Personal					
Attendants, & Social Workers	\$3,425,899	\$1,118,516	\$1,756,713	\$1,284,323	\$3,089,257
<b>OPERATIONS</b>	<b>\$38,606,924</b>	<b>\$49,005,803</b>	<b>\$46,831,862</b>	<b>\$21,912,030</b>	\$59,596,146
Non-Instructional Pupil Services	\$15,871,206	\$16,891,560	\$20,067,441	\$8,128,001	\$20,629,785
Transportation	\$5,414,836	\$6,817,097	\$7,570,810	\$2,150,654	\$6,390,120
Food Service	\$9,297,676	\$8,996,152	\$11,886,093	\$5,454,420	\$11,132,712
Safety	\$1,158,694	\$1,078,311	\$610,538	\$522,927	\$3,106,953
Facilities Building Upkeep & Maintenance	\$17,949,327	\$23,679,892	\$19,683,938	\$10,938,386	\$26,475,985
Business Services	\$4,786,391	\$8,434,351	\$7,080,483	\$2,845,643	\$12,490,376
Data Processing	\$2,890,451	\$4,837,652	\$3,655,033	\$1,171,725	\$9,668,732
Business Operations	\$1,895,940	\$3,596,699	\$3,425,450	\$1,673,918	\$2,821,644
<b>OTHER COMMITMENTS</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$54,967</b>	<b>\$ -</b>	<b>\$ -</b>
Contingencies Budgeted Contingencies	\$ -	\$ -	\$ -	\$ -	\$ -

Capital	\$20,753,471	\$76,066,667	\$133,722,590	\$23,704,289	\$95,145,052
Debt Service	\$14,627,897	\$57,107,416	\$41,860,792	\$17,823,769	\$50,833,458
Capital Projects	\$ 6,125,574	\$18,959,251	\$91,861,798	\$5,880,520	\$44,311,594
Out-Of-District Obligations	\$ -	\$3,270,423	\$ -	\$29,442	\$935,994
<i>Parochial, Private, Charter, &amp; Public School</i>					
Pass Throughs	\$ -	\$3,270,423	\$ -	\$29,442	\$935,994
Retiree Benefits & Other	\$ -	\$ -	\$ -	\$ -	\$ -
Legal Obligations Claims & Settlements	\$ -	\$ -	\$ 54,967	\$ -	\$ -
<b>LEADERSHIP</b>	<b>\$13,099,547</b>	<b>\$14,967,547</b>	<b>\$15,080,345</b>	<b>\$9,308,699</b>	<b>\$25,602,944</b>
School Management	\$10,713,71	\$12,256,207	\$11,169,619	\$7,445,521	\$18,322,790
Principals & Assistant Principals	\$7,763,237	\$9,012,934	\$10,874,533	\$5,393,010	\$12,127,187
School Office	\$2,950,480	\$3,243,273	\$295,086	\$2,052,511	\$6,195,603
Program Management	\$1,128,191	\$1,423,776	\$963,220	\$1,312,897	\$4,872,301
Deputies, Senior Administrators, Researchers &					
Program Evaluators	\$1,128,191	\$1,423,776	\$963,220	\$1,312,897	\$4,872,301
District Management	\$1,257,639	\$1,287,564	\$2,947,506	\$550,281	\$2,407,853
Superintendent & School Board	\$1,196,953	\$1,011,329	\$2,731,354	\$543,231	\$2,407,853
Legal	\$60,686	\$276,235	\$216,152	\$7,050	\$ -

**STATEMENT OF REVENUES, EXPENDITURES, AND CHANGES IN FUND BALANCE  
GENERAL FUNDS  
YEAR ENDED JUNE 30, 2012**

	<b>Dorchester 2</b>	<b>Beaufort</b>	<b>Lexington 1</b>	<b>Oconee</b>	<b>Richland 2</b>
<b>REVENUES</b>					
Local	39,793,586	114,449,509	64,933,089	39,303,641	76,294,835
State	98,513,201	53,901,907	113,630,254	36,762,587	121,936,223
Federal	130,362	1,010,577			733,216
Intergovernmental	-	-	-	46,917	84,797
<b>TOTAL REVENUES</b>	<b>138,437,149</b>	<b>169,361,993</b>	<b>178,563,343</b>	<b>76,113,145</b>	<b>199,049,071</b>
<b>EXPENDITURES</b>					
Instruction	92,806,729	97,238,970	103,706,833	49,905,623	119,033,532
Support Services	51,317,019	72,366,479	70,150,424	32,717,317	72,543,949
Community Services				134	1,308,032
Intergovernmental		3,060,837		42,628	603,175
Capital Outlay	905,013	424,513		274,933	3,052,87
Debt Service	1,203,385	120,753			
<b>TOTAL EXPENDITURES</b>	<b>146,232,146</b>	<b>173,211,552</b>	<b>173,857,257</b>	<b>82,940,635</b>	<b>196,541,567</b>
<b>EXCESS (DEFICIENCY)</b>	<b>(7,794,997)</b>	<b>(3,849,559)</b>	<b>4,706,086</b>	<b>(6,827,490)</b>	<b>2,507,504</b>
<b>OTHER FINANCING SOURCES</b>					
Insurance of General Obligation Bonds					
Proceeds Lawsuit Settlement		2,650,000			
Proceeds of sale of capital assets					16,580
Capital Lease	4,035,000				
Transfers In	6,753,043	3,296,710	4,370,482	4,276,640	2,228,352
Transfers Out	(1,789,554)	-476,080	(5,112,945)	(770,399)	(3,198,021)

TOTAL OTHER FINANCING SOURCES	8,998,489	5,470,630	(742,463)	3,506,241	(953,089)
NET CHANGES IN FUND BALANCE	1,203,492	1,621,071	3,963,623	(3,321,249)	1,554,415
FUND BALANCE, Beginning of Year	21,139,715	26,464,002	28,242,125	25,718,227	28,608,753
FUND BALANCE, End of Year	22,343,207	28,085,073	32,205,748	22,396,978	30,163,168

Source: InSite FY 2012 Data.

As can be seen in **Exhibit 3-4**, DSD 2's fund balance is comparable with the designated peer districts. In FY 2014 a deficit of \$2,192,274 was incurred. The deficit was due to proceeds from an equipment acquisition bond lease for technology being included in FY 13 while much of the expenditures were not incurred until FY14. The FY 14 budget was balanced by reducing the fund balance. Fund balance was increased from FY 12 to FY 13 by \$1,735,812.

Local legislation caps DSD 2's fund balance at 15 percent of the general fund budget. See Recommendation 3-2 where this issue is addressed. It is noted that in prior years it had been capped at five percent. The fund balance exceeded the 15 percent cap in both FY 12 and FY 13. As can be seen in **Exhibit 3-4**, the fund balance as of June 30, 2014 was at 14.34 percent. While a small steady increase is preferable, DSD 2's fund balance remains essentially stable.

**EXHIBIT 3-4  
FUND BALANCE PEER DISTRICT COMPARISON CHART  
DORCHESTER SCHOOL DISTRICT TWO  
FISCAL YEARS 2012-14**

School District	FY END 06/30/14			FY END 06/30/13			FY END 06/30/12		
	Fund Balance	General Fund Revenue	%	Fund Balance	General Fund Revenue	%	Fund Balance	General Fund Revenue	%
Dorchester 2	\$21,881,745	\$152,615,909	14.34%	\$24,074,019	\$147,834,183	16.28%	\$22,343,207	\$138,437,149	16.14%
Beaufort	\$27,628,173	\$174,990,791	15.79%	\$30,503,375	\$175,025,083	17.43%	\$28,085,073	\$169,361,993	16.58%
Lexington 1	\$36,408,059	\$197,236,686	18.46%	\$34,961,908	\$188,206,943	18.58%	\$32,205,748	\$178,563,343	18.04%
Oconee	\$18,852,797	\$83,196,717	22.66%	\$22,114,434	\$80,558,037	27.45%	\$22,396,978	\$76,113,145	29.43%
Richland 2	\$38,368,916	\$222,821,836	17.22%	\$33,784,265	\$214,035,696	15.78%	\$30,163,168	\$199,049,071	15.15%

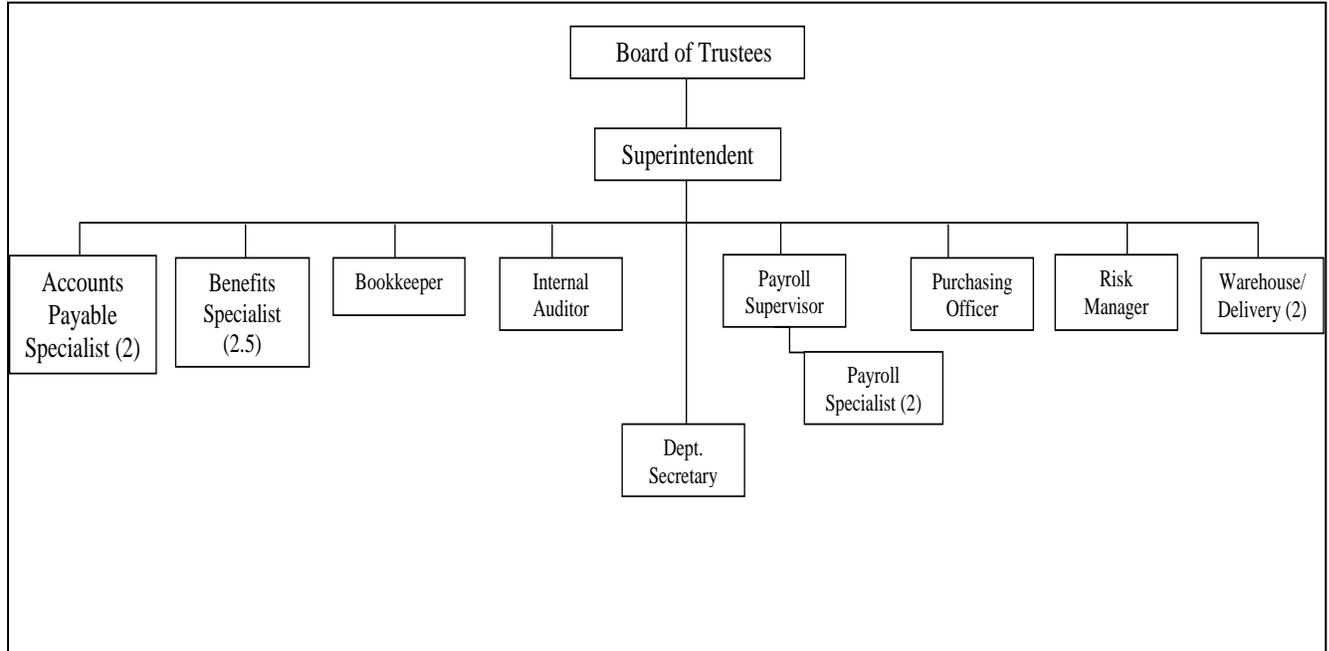
Source: Chart compiled from published external auditor reports, 2015.

We also reviewed the district's Medicaid services and found the DSD 2 Medicaid program draws on staff from special services, finance, transportation, and nursing staff from the schools. We interviewed the special services director and the coordinator of special services at length. We studied prior year SCDOE review reports and reimbursement information provided by DSD 2 and SCDOE. We reviewed peer data from Lexington 1 and Richland 2. Comparisons of DSD 2 and the peer districts reimbursements are shown in Section 3.6.

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

The office of finance is staffed as shown in **Exhibit 3-5**. As shown, the director of finance reports to the chief financial officer. Eleven staff members report directly to the director of finance. Financial procedures are well documented and easily understood. As noted in the chapter summary, financial records are in conformance with the SCDOE Code of Accounts and Financial Accounting Handbook.

**EXHIBIT 3-5  
OFFICE OF FINANCE ORGANIZATION CHART  
DORCHESTER SCHOOL DISTRICT TWO  
FY 14-15**



Source: DSD 2 Office of Finance, 2015.

**FINDING**

The district has a grants writer currently reporting to the assistant superintendent of administration/operations.

While this position has been actively pursuing instructional grants, there has been little focus on aggressively seeking operational grants (e.g., energy enhancement/energy cost reduction grants, transportation grants for alternative fuels). When interviewed, staff in the finance department indicated that the reporting structure is problematic because best practices typically has the grants writer reporting to the finance department to ensure grants for all areas of district operations are sought. The chief financial officer needs a close working relationship for financial planning and financial management purposes.

**TIER 2 RECOMMENDATION**

**RECOMMENDATION 3-1:**

**Reassign the grants writer position to the office of finance and focus on increased efforts to obtain operational grants.**

The grants writer is a potentially significant revenue source for DSD 2. The activities of this position are an integral part of the financial planning and budgeting process and is best coordinated by the chief financial officer. The district should conduct a needs assessment to

determine in which areas of operations they should seek grants and this will help actively guide a wider variety of grant opportunities.

### **IMPLEMENTATION PLAN**

1. The superintendent should have the grants writer report directly to the chief financial officer.
2. The grants writer, in conjunction with the chief financial officer and associate superintendent for instruction, should conduct a needs assessment to determine the areas of focus for seeking additional grants.

### **FISCAL IMPACT**

There is no fiscal impact.

### **3.3 Financial Management**

#### **FINDING**

DSD 2 board policy requires a fund balance not to exceed 15 percent of the general fund operating budget. As noted in the section 3.1 Introduction, local legislation caps DSD 2's fund balance at 15 percent of the general fund budget.

Establishing a formal board policy regarding fund balance is a best practice. Setting a ceiling for fund balance is not viewed favorably, however, by the three national bond rating agencies, Standard and Poors, Moody's, and Fitch Ratings. One alternative to setting a fixed ceiling is to establish a permissible range if too large a fund balance is a concern.

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

**The board and administration have a formal written policy requiring a fund balance.**

#### **TIER 2 RECOMMENDATION**

##### **RECOMMENDATION 3-2:**

**Request the legislative delegation to amend the local legislation to remove the cap or to allow the board to set in policy a target range for the fund balance above 15 percent.**

Establishing a fund balance range would permit financial flexibility in maintaining a manageable fund balance in light of the vagaries of state funding. All three of the national bond rating firms view very favorably a board policy required fund balance greater than 15 percent for school districts meriting AA credit rating. Attainment of AAA (Triple A) credit rating for a school district in South Carolina is virtually impossible. Only a handful of school districts in the United States have AAA credit rating. Those districts have zero debt and fund balances in excess of 50 percent of their general fund operating budget. An AA credit rating has been obtained by a number of school districts in South Carolina and the national bond rating agencies look for a fund balance of a least 15 percent to merit AA credit rating.

## **IMPLEMENTATION PLAN**

- |   |
|---|
| 1. The board should request that the legislative delegation amend the local legislation to remove the cap or to permit a range above 15 percent.  |
| 2. Once the legislation is amended the board should revise policy to state that the fund balance shall be maintained within a target range above 15 percent of the general fund operating budget. |

## **FISCAL IMPACT**

There is no fiscal impact.

## **FINDING**

DSD 2's annual financial report has received unmodified/unqualified reports from the external auditors, Greene Finney & Horton, for FY 12, FY13, and FY 14.

## **COMMENDATION 3-B:**

**The district demonstrates excellence in financial reporting.**

## **FINDING**

DSD 2 has a state of the art accounts payable records management and retention system (DoceScan) in place. Documents are electronically scanned and stored for easy retrieval and processing. This saves the district considerable time and is an efficient way to ensure accuracy as well as fast access to the documents when necessary.

## **COMMENDATION 3-C:**

**DSD 2 is commended for its electronic financial records retention and management system.**

## **FINDING**

DSD 2's risk management program is thorough, comprehensive, and well documented. It was commended by the South Carolina School Board Insurance Trust (SCSBIT) in FY 12, FY 13, and, again, in FY 14 (**Exhibit 3-6**).

**EXHIBIT 3-6  
SOUTH CAROLINA BOARD INSURANCE TRUST CERTIFICATE  
DORCHESTER 2  
FY 2014**



**COMMENDATION 3-D:**

**DSD 2 is commended for its risk management program.**

**FINDING**

In addition to writing grants at the district level, eleven teachers from seven schools received a total of \$126,858 in Arts Innovation Grants for classroom programs in the 2013-14 school year.

**COMMENDATION 3-E:**

**The district aggressively seeks instructional grants.**

**FINDING**

DSD 2 has maintained an excellent record in financial reporting over the years.

The district 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 3-3:**

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

Professional recognition by national organizations independently attests to the completeness, thoroughness and indeed overall excellence in financial reporting by DSD 2. Such independent review gives credence to the public at large as to the proper administration of public funds.

**IMPLEMENTATION PLAN**

- |   |
|---|
| 1. The chief financial officer should prepare a Comprehensive Annual Financial Report (CAFR) and submit it to ASBO and GFOA for review. |
|---|

As can be seen in **Exhibit 3-7**, the DSD finance office has a smaller staff than comparable districts. Given its size, preparation of a CAFR may be a challenge for the current staff.

**EXHIBIT 3-7  
DORCHESTER SCHOOL DISTRICT TWO  
FINANCE STAFF COMPARISON  
FY 14-15**

<b>DISTRICT</b>	<b>ENROLLMENT</b>	<b># of FINANCE EMPLOYEES</b>
Beaufort	20,110	19
<b>Dorchester 2</b>	<b>23,324</b>	<b>11</b>
Lexington 1	23,024	22
Oconee	10,535	10
Richland 2	25,966	21

**FISCAL IMPACT**

DSD 2 membership in ASBO and GFOA costs \$219 and \$700 respectively. Certificate of Excellence in Financial Reporting costs \$1,185 and \$580 respectively.

<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)

**FINDING**

A prior year budget reduction in FY 10 resulted in the elimination of the position of the fixed asset manager, causing fixed asset annual inventories to languish.

Schools across the district are not consistent in the manner in which they manage and account for fixed assets. The value of fixed assets excluding buildings and improvements totals \$23,708,588. The absence of an annual inventory may contribute to the loss of equipment and impair the ability to render timely service to students and staff.

## **TIER 3 RECOMMENDATION**

### **RECOMMENDATION 3-4:**

**Conduct an annual inventory of fixed assets certified by the senior official at each facility showing additions and deletions, even if no changes occurred.**

Enhanced accountability of fixed assets will help ensure that the tools necessary are in fact in place to meet the educational needs of students. An annual inventory provides needed accountability for major assets.

### **IMPLEMENTATION PLAN**

1. The senior official at each facility would designate appropriate staff at each district facility to 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 office of finance.

### **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**

DSD 2 has an excellent energy management plan, although a financial incentive package for district departments and schools has not been incorporated into the plan.

## **TIER 2 RECOMMENDATION**

### **RECOMMENDATION 3-5:**

**Propose a plan for consideration by the board to reward schools and departments for meeting or exceeding energy management goals.**

Gainfully engaging all employees in achieving energy management goals can and will pay significant dividends.

An example plan is as follows: if the energy budget for a high school is \$350,000 and is reduced by one percent (i.e., \$3,500), the savings/cost avoidance are shared with the school. The school gets to keep \$1,750 and spend it as the school administration chooses. The district gets a cost avoidance of the other half (\$1,750).

## IMPLEMENTATION PLAN

1. The chief financial officer, in conjunction with DSD 2's energy manager, should propose a cash award to schools and departments whose utility expenditures come in under 10 percent of a targeted amount tailored for that facility.
2. The chief financial officer should impose a penalty if the targeted amount is exceeded by 10 percent. The penalty would be imposed by reducing the school's district allocation by a set dollar amount for not meeting the goal. The penalty would be set at a specified amount when the program started.

## FISCAL IMPACT

DSD 2 has twelve elementary schools, six middle schools, and three high schools. The annual utility expense for a high school is approximately \$350,000. The annual utility expense for a middle/elementary school is \$100,000. Based on estimated utility expenditures annually of \$2,850,000, a two percent reduction would save (cost avoidance) \$57,000. If half of the savings/cost avoidance were used as a reward for the schools, the annual savings/cost avoidance would total \$28,500.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Reward schools and departments for meeting or exceeding energy management goals	\$28,500	\$28,500	\$28,500	\$28,500	\$28,500

## FINDING

The contract with the financial software company utilized by the office of finances 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 company's resource has not been conducted.

## TIER 1 RECOMMENDATION

### RECOMMENDATION 3-6:

**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, there would be significant public relations loss of confidence, impact on staff morale, hardship on staff and their families and on the community at large, if the district could not run payroll for one month.

**IMPLEMENTATION PLAN**

- |  |
|--|
| 1. The chief financial officer should contact the financial software contractor to discuss the section of the existing contract providing recovery services. |
| 2. The chief financial officer and other appropriate staff should identify the key systems to be tested.   |
| 3. The chief financial officer should schedule the test of the system for a convenient time (e.g., a winter break period).                                   |

**FISCAL IMPACT**

Cost of such a test will be negotiated with the financial software contractor, but the estimated cost totals \$4,500 for each test.

<b>Recommendation</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>
Conduct a periodic offsite test to recover payroll and other key operating systems	(\$4,500)	\$0	\$0	(\$4,500)	\$0

**FINDING**

Electronic Data Processing Equipment including media and data coverage limit is only \$1,000,000, and DSD 2’s investment or replacement value may exceed the coverage limit.

In addition, coverage for media and data is on a named peril basis only. There is no coverage if the damage to media and data is caused by a computer virus, or electronic vandalism perpetrated by a computer hacker.

**TIER 2 RECOMMENDATION**

**Recommendation 3-7:**

**Consider seeking broader coverage for the district’s data and media to protect against computer virus and vandalism.**

Limits of coverage and broader coverage are readily available in the insurance market place at very affordable cost which for the district would be preferable to self-insurance.

Computer hacking can cause extensive damage and perhaps as importantly compromise data. This would impair the district’s ability to provide service and would incur costs to recreate or recover data.

**IMPLEMENTATION PLAN**

- |  |
|--|
| 1. The chief financial officer should contract with an insurance broker with experience in risk management for public schools and obtain coverage. |
| 2. The chief financial officer should have the insurance policy amended accordingly and pay the annual premium.                                    |

## FISCAL IMPACT

The estimated cost for electronic equipment, software, and electronic vandalism coverage of \$3,000,000 is \$4,000 annually.

<b>Recommendation</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>
Obtain additional technology insurance coverage	(\$4,000)	\$(4,000)	(\$4,000)	(\$4,000)	(\$4,000)

## FINDING

The district has only \$100,000 in Employee Theft coverage, \$100,000 in Computer Fraud coverage and \$100,000 in Funds Transfer Fraud coverage.

## TIER 2 RECOMMENDATION

### Recommendation 3-8:

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

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

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

Due to the complexity of financial management of the district's business activities and the length of time it often takes for a theft to be recognized, the current limits appear inadequate. The minimal cost incurred for an insurance policy is outweighed by the potential loss arising from an act of theft or malfeasance. Again, while the magnitude of a specific potential loss is difficult to estimate, as noted above, it can easily run into the hundreds of thousands of dollars.

## IMPLEMENTATION PLAN

1. The chief financial officer should work with the district's insurance carrier to revise its policy to obtain the increased coverage.
2. The chief financial officer should have the insurance policy amended accordingly and pay the adjusted annual premium.

## FISCAL IMPACT

It is estimated that the cost for \$1,000,000 in coverage, based on an estimate provided from an insurance company that provides coverage for South Carolina school districts, would cost \$13,000.

<b>Recommendation</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>
Consider increasing Employee Theft, Computer Fraud, and Funds Transfer Fraud coverages	(\$13,000)	(\$13,000)	(\$13,000)	(\$13,000)	(\$13,000)

## FINDING

District administration recommends the external audit firm be selected by the board.

External audit firms are solicited through a request for proposal process at three-year intervals to conduct the annual financial audit. The administration prepares a matrix listing the responding firms showing essential elements of each firm's proposal (e.g., each firm's experience in doing SC school district audits, the firm's location, particular skills or abilities, the proposed fee). The administration then recommends a firm to be selected by the board.

## TIER 1 RECOMMENDATION

### Recommendation 3-9:

**Alter the external audit firm selection process so the board makes the decision.**

The decision as to which firm is to be selected should be the exclusive purview of the board. The basic point is that the administration and in particular the chief financial officer should not influence the board by making a recommendation as to which firm should be hired.

## IMPLEMENTATION PLAN

1. The chief financial officer should prepare a matrix listing responsive, qualified firms.
2. The superintendent should then present information regarding each firm's experience, location, staff qualifications, and fees to the board for its independent consideration and vote.

## FISCAL IMPACT

There is no fiscal impact.

## FINDING

DSD 2's administration seeks and welcomes input from the board on establishing budget priorities. This, however, is done informally in an ad hoc fashion.

## TIER 1 RECOMMENDATION

### RECOMMENDATION 3-10:

**Request board members submit in writing their top budget priorities for the coming year.**

Such formal participation by the board will clearly demonstrate to the administration and to the public at large its guidance and leadership.

### IMPLEMENTATION PLAN

1. The superintendent (in November) should request each board member to submit in writing their top five budget priorities for the coming year.
2. The superintendent and the administration staff should utilize these priorities to formulate a budget proposal for consideration by to the board.

### FISCAL IMPACT

There is no fiscal impact.

#### 3.4 Purchasing

DSD 2's procurement code is in substantial compliance with the South Carolina's State Procurement Code. An audit is conducted annually by the external auditors as part of the annual financial audit. No reportable exceptions have been noted in the prior three years. As such, our review found no reportable commendations or recommendations.

#### 3.5 Warehousing

DSD 2 abolished its warehousing operations several years ago and relies on just-in-time deliveries for its needed consumable supplies. This process has proven to be efficient and thus there are no recommendations in this section of the chapter.

#### 3.6 Medicaid

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

- Special services – All health services except for nursing are performed by this staff. The School District Administrative Claiming (SDAC) Random Moment Survey (RMS) is managed by the receptionist, who trains staff who are on the RMS roster, and ensures they complete their surveys.
- Finance – The bookkeeper completes the quarterly invoice for SDAC that is sent via SCDOE to the SCDHHS for payment. The finance department receives reimbursements for all Medicaid activities.
- Transportation – DSD 2 contracts with a vendor for transportation operations. This vendor provides Special Needs Transportation (SNT) services. Drivers submit ridership logs to support staff for entry to the SDE online SNT database. An assistant in special services acts as liaison for SNT.
- Schools – The nursing staff provides services, writes clinical service notes and bills SCDHHS using Healthmaster software.

DSD 2 has a large staff of health services providers who are all district employees. **Exhibit 3-7** shows the number of providers in each category.

**EXHIBIT 3-7  
DORCHESTER SCHOOL DISTRICT 2  
HEALTH SERVICE PROVIDERS FY 2014-15**

HEALTH SERVICE PROVIDERS	TOTAL
Nursing	25
Occupational Therapy	7
Physical Therapy	4
Psychological	26
Speech	34

Source: DSD 2, Special Services, 2015.

**FINDING**

DSD 2's special services staff conducts Medicaid policy training for its providers.

The district is fortunate in having health providers who are all district employees. There are many very competent subcontracting providers in the state; however, it is easier to train district providers and to keep track of their paperwork. Medicaid rules change periodically, and it is very important to keep abreast of the changes. Well trained staff who comply with the rules reduce the risk that funds will be recouped in an audit.

**TIER 2 RECOMMENDATION**

**Recommendation 3-11:**

**Conduct Medicaid provider training at the beginning of the school year and periodically when there are policy changes.**

**IMPLEMENTATION PLAN**

1. The director of special services and her staff should prepare Medicaid training for the beginning of the school year.
2. The training should focus on new providers, but also as a refresher for experienced providers.
3. Training should be conducted during the year when Medicaid policy changes occur.

**FISCAL IMPACT**

This recommendation can be accomplished with existing resources and at no additional cost to DSD 2. Moreover, it should be noted that training can reduce the likelihood that funds would be recouped in a state or federal Medicaid audit.

## **Medicaid Reimbursements and Peer District Comparisons**

DSD 2 participates in all three Medicaid school-based programs as follows:

- Health fee for services;
- School District Administrative Claiming (SDAC); and
- Special Needs Transportation (SNT).

The district provides the following health services: nursing, occupational therapy, orientation and mobility, physical therapy, school psychology, and speech. **Exhibit 3-8** shows health services reimbursements for each fiscal year from 2009-10 through 2013-14.

### **EXHIBIT 3-8 DSD 2 MEDICAID HEALTH SERVICES REIMBURSEMENTS**

<b>HEALTH SERVICES</b>	<b>FY 2009-10</b>	<b>FY 2010-11</b>	<b>FY 2011-12</b>	<b>FY 2012-13</b>	<b>FY 2013-14</b>
Nursing	-0-	\$8,151	-0-	\$98,171	\$783
Occupational Therapy	\$47,636	\$44,687	\$13,910	\$542	\$1,670
Orientation and Mobility	\$636	\$538	\$647	\$62	-0-
Physical Therapy	\$10,244	\$6,440	\$8,711	\$4,513	\$2,168
School Psychology	\$6,992	\$4,611	\$5,495	\$4,160	\$904
Speech	\$417,186	\$374,795	\$453,689	\$416,481	\$377,037
<b>Total</b>	<b>\$482,694</b>	<b>\$439,222</b>	<b>\$482,452</b>	<b>\$523,929</b>	<b>\$382,562</b>
<b>Difference from Prior Year</b>	NA	-9%	+10%	+9%	-27%

Source: Dorchester 2, Special Services, 2015.

## **FINDING**

Health services reimbursements for DSD 2 dropped by 27 percent in FY 2013-14. Nursing, which earned \$98,171 in FY 2012-13 dropped 99 percent to \$783 in FY 2013-14. District staff believe this was due to a billing problem. Speech dropped by 27 percent from \$523,929 to \$382,562 in the same two years.

According to district staff, some students are receiving private speech therapy and the parents are asking the district therapists not to bill Medicaid for speech services at school. The parents think that there will not be enough Medicaid funds to pay for school-based and private speech therapy. This is not true in all cases.

## TIER 2 RECOMMENDATION

### Recommendation 3-12:

**Seek answers from SCDOE and South Carolina Department of Health and Human Services on the question of private/school-based reimbursements for speech.**

The purpose of this inquiry is to determine the rules on this issue. If a student has speech services at school and from a private therapist, both are eligible for payment. However, it is easier to secure payment if the services are not scheduled on the same day. DSD 2 should seek a resolution before the beginning of the 2015-16 school year.

### IMPLEMENTATION PLAN

1. The director of special services should find out from health providers how many parents have asked the district not to bill.
2. The director should contact SCDOE Medicaid Services to coordinate with SCDHHS in formulating a policy on this.
3. If both parties can bill in some or all cases, a program to educate the parents should be put in place.

### FISCAL IMPACT

This recommendation can be accomplished with existing resources and at no additional cost to DSD 2. However, it should be noted that resolving this question could result in more Medicaid reimbursements for the district.

### FINDING

DSD 2 had lower total health service reimbursements than its peer districts in FY 2012-13 and FY 2013-14.

DSD 2, Lexington 1 and Richland 2 reimbursements for FY 2011-12 through FY 2013-14 are shown in **Exhibit 3-9**. In FY 2011-12, Richland 2 had a reimbursement that was 37.4 percent lower than DSD 2. This was the only fiscal year in which DSD 2 had a higher reimbursement than a peer district. The exhibit compares health service reimbursements for DSD 4, Lexington 1 and Richland 2. These districts are comparable in size. The FY 2013-14 head count at 135 days found DSD 2 had 24,386 students, Lexington 1 had 24,092 and Richland 2 had 26,774.

**EXHIBIT 3-9  
DSD 2 AND PEER DISTRICTS HEALTH SERVICE  
REIMBURSEMENT COMPARISON**

DISTRICT	FY 2011-12	% DIFFER- ENCE FROM DSD 2	FY 2012-13	% DIFFER- ENCE FROM DSD 2	FY 2013-14	% DIFFER- ENCE FROM DSD 2
DSD 2	\$482,452		\$523,929		\$382,562	
Lexington 1	\$579,844	+20.2%	\$741,454	+41.5%	\$911,437	+138.3%
Richland 2	\$302,253	-37.4%	\$617,729	+17.9%	\$547,003	+43.0%

Source: DSD 2 and Peer Districts, 2015.

**TIER 2 RECOMMENDATION**

**Recommendation 3-13:**

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

The purpose of this analysis is to determine the causes of reductions and increases in reimbursements and 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. This 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.

School District Administrative Claiming (SDAC) reimbursements for FY 2009-10 through FY 2013-14 for DSD 2 and two peer districts, Lexington 1 and Richland 2, are shown in **Exhibit 3-10**.

**EXHIBIT 3-10  
SCHOOL DISTRICT ADMINISTRATIVE CLAIMING (SDAC)  
REIMBURSEMENTS COMPARISON**

	FY 2009-10	FY 2010-11	FY 2011-12	FY 2012-13	FY 2013-14
DSD 2	\$74,213	\$56,011	\$75,534	\$55,590	\$86,863
Lexington 1	\$145,142	\$138,578	\$161,829	\$148,613	\$206,939
Richland 2	\$71,347	\$70,182	\$40,268	\$25,987	\$87,434

Source: Dorchester School District 2, Financial Services, 2015, Lexington 1, 2015, Richland 2, 2015.

## **FISCAL IMPACT**

This recommendation can be accomplished with existing resources and at no additional cost to DSD 2. However, it should be noted that an analysis of this nature could bring in more Medicaid reimbursements.

## **FINDING**

DSD 2 School District Administrative Claiming (SDAC) reimbursement in FY 2013-14 was 58.2 percent lower than Lexington 1. In the same year, the district's SDAC reimbursement was almost equal to that of Richland 2. The reimbursement is based on Random Moment Survey (RMS) survey results, the salaries and indirect costs of survey participants and the percentage of district children who are Medicaid eligible. The salaries and indirect cost of survey participants are fundamental to calculating reimbursement.

## **TIER 2 RECOMMENDATION**

### **Recommendation 3-14:**

**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 DSD 2. However, it should be noted that resolving this question could bring more Medicaid reimbursements.

**Exhibit 3-11** shows SNT reimbursements of DSD 2 and peer districts Lexington 1 and Richland 2 in FY 2009-10 through FY 2013-14. Richland 2 did not receive SNT reimbursement in FY 2012-13, because the district did not submit a signed SNT contract to SCDOE. Richland 2 has not yet received reimbursement for 2013-2014. Lexington 1 received approximately \$10,000 more than DSD 2 in FY 2012-13, but has received no SNT reimbursement for FY 2013-14. So far, DSD 2 has received a partial payment for FY 2013-14. DSD 2 has had a steady reimbursement record over the 5-year period.

**EXHIBIT 3-11  
SPECIAL NEEDS TRANSPORTATION (SNT)  
FIVE-YEAR REIMBURSEMENT COMPARISON**

<b>DISTRICT</b>	<b>FY 2009-10</b>	<b>FY 2010-11</b>	<b>FY 2011-12</b>	<b>FY 2012-13</b>	<b>FY 2013-14</b>
DSD 2	\$36,672	\$29,063	\$24,573	\$46,312	\$2,928 (partial payment)
Lexington 1	\$15,838	\$28,868	\$53,781	\$56,105	-0-
Richland 2	\$14,702	\$7,043	\$49,438	-0-	-0-

Source: SC Department of Education, Medicaid Services, 2015. Lexington 1, 2015. Richland 2, 2015.

**FINDING**

DSD 2 had a 94 percent decrease in SNT reimbursement in FY 2013-14. During FY 2012-13 and FY 2013-14, many districts had difficulties with a new program for submitting SNT data to SCDOE. This resulted in a lower reimbursement for some. Transportation and special services staff should study the process of gathering and submitting ridership information to SCDOE. They need to determine if the drivers complete their logs accurately and if all the data required for SNT is submitted to SCDOE correctly and on time.

**TIER 2 RECOMMENDATION**

**Recommendation 3-15:**

**Ensure that all required tasks for submitting data to SCDOE for Special Needs Transportation (SNT) are done correctly and on time.**

**IMPLEMENTATION PLAN**

1. The transportation director should determine whether drivers are completing their ridership logs correctly.
2. Any drivers making errors should be retrained.
3. The director of special services should ensure that the staff member who submits data to the SDE online database is done correctly and on time.

**FISCAL IMPACT**

This recommendation can be accomplished with existing resources and at no additional cost to DSD 2. However, it should be noted that resolving this question could increase SNT reimbursements.

## 4.0 HUMAN RESOURCES

This chapter reviews the personnel and human resources functions of Dorchester School District 2 (DSD 2).

The major sections of the chapter include:

- 4.1 Introduction, Methodology, and District Comparison
- 4.2 Organization, Plans, Policies, and Procedures
- 4.3 Professional Development, Recruitment, Retention, and Succession Planning
- 4.4 Technology Utilization
- 4.5 Worker's Compensation

### CHAPTER SUMMARY

DSD 2 does an excellent job of delivering human resource (HR) services to schools. The district manages much of the personnel process and works diligently with principals to help ensure they are hiring the right person for the job. This is important because strategic human resource management will contribute to organizational improvement and effectiveness. Properly aligning HR management, policy, procedures, and technology will help the district enhance its support of teachers and in turn improve student performance. DSD 2 consistently performs high on student achievement. DSD 2 received Excellent in 2012 and 2013 for performance on the South Carolina Annual School District Report Card.

The HR department provides excellent service to its teachers, staff and principals and is in compliance with the South Carolina Department of Education (SCDOE) and state of South Carolina policies and procedures pertaining to human resource matters. This chapter contains the following commendations for DSD 2 and its department of human resources:

- The district practices strong recruitment planning and activities. (Page 4-13)
- The district is commended for its new employee orientation and support. (Page 4-14)
- The district is commended for its low worker's compensation. (Page 4-18)

Though the district performs its human resource responsibilities in an above-satisfactory manner, overall, certain efficiency measures and improvements can be made to facilitate operations. Recommendations have been tiered to facilitate prioritization and implementation. There are three tiers, which are defined in the following terms:

**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 an on-site visit and review of materials, the review team developed the following recommendations for human resources:

- Move the staff development director position into the human resources department. Tier 1 (Page 4-12)
- Extend the mentorship program for teachers for an additional year. Tier 3 (Page 4-14)
- Implement a formal strategic succession plan. Tier 2 (Page 4-16)
- Evaluate the use of existing HR software and maximize utilization to reduce manual processes Tier 1 (Page 4-17)

### **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 human resource functions. Questions touched upon overall satisfaction with the HR function, job descriptions, salaries, professional development, evaluations, and grievances.

Overall, respondents have positive experiences with DSD 2’s HR functions. In all sections of the survey respondents considered HR an area in which the district is effective and efficient.

**Exhibit 4-1**, located below, which can also be found in section 2 of the survey results in Appendix 1, provides an overall rating of 3.25, which is considered an area where the district is especially effective and efficient.

**EXHIBIT 4-1  
DISTRICT HUMAN RESOURCES FUNCTION OPERATIONS  
DSD 2 SURVEY RESULTS  
2015**

<b>VARIABLE</b>	<b>TOTAL</b>	<b>TEACHER</b>	<b>SCHOOL ADMINISTRATOR</b>	<b>DISTRICT ADMINISTRATOR</b>
Human Resources	3.25	3.21	3.59	3.56

Source: Tidwell and Associates Survey Results, DSD 2, 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.

The survey also highlighted specific operations and functions of the HR department as especially effective and efficient. Respondents commented that the district is maximizing operational resources for staff development and teacher training. One teacher commented, “Good staff training and support to classroom teachers.” Another noted, “Educators are consistently being offered the most up to date training and technological advancements.”

Teachers were satisfied overall with the quality of teachers and staff in the district, commenting on “highly qualified teachers and administrators” as well as interventionists and maintenance staff. One teacher commented, “they choose really great people to work here which makes the little that we have go a long way.”

Respondents, however, did highlight school staffing levels as an area in need of improvement. Teachers reported a need for more teachers, interventionists, and teacher support staff. One teacher stated, “Special education needs help! We need more teachers. Having us do more with less is not working.”

When asked to indicate how the operational efficiency of the school could be improved, respondents identified increasing the number of teachers as the priority. Of the respondents, 695 (65.2%) identified increasing the number of teachers and only 1 (.01%) identified reducing the number of teachers.

However, the peer data indicates that DSD 2 has an average student-to-teacher ratio in core subjects and an above-average number of total teachers, with the average being 1,473.

**Exhibit 4-2** charts the number of teachers and student: teacher ratio in core subjects.

**EXHIBIT 4-2  
TEACHER NUMBERS AND STUDENT: TEACHER RATIOS  
PEER DISTRICT DATA COMPARISON  
2013-2014**

DISTRICT NAME	NUMBER OF TEACHERS	STUDENT:TEACHER RATIO IN CORE SUBJECT
Dorchester 2	1,635	22.3:1
Richland 2	1,795	19.3:1
Lexington 1	1,776	24.2:1
Beaufort School District	1,380	22.6:1
Oconee	780	24.1:1

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

The survey results in **Exhibit 4-3**, which are based on a five-point scale, provide the full survey responses for human resources. In summary, both district and school administrators had greater agreement that their work is appreciated by supervisors in comparison with teachers as well as feelings about fair and timely grievance process. In addition, respondents also highlighted salaries as an area for improvement.

It is important to note that in 2013-2014, DSD 2 hired a consultant to analyze teacher salaries and the supplement schedules for various positions. In the study, DSD 2 compared salaries to Charleston, Berkeley, Anderson 1, Horry, Aiken, Beaufort, Greenville, Richland 2, Lexington 1 and District 5 of Lexington and Richland Counties (Lexington 5). While DSD 2 is working to address the findings of the study and hopes to provide more equitable salaries across the board, it is important to note, that based on interviews, data and the survey, that salaries are not having an adverse impact on teacher recruitment, retention, morale or educational outcomes. Given these factors, this does not raise to a recommendation for implementation.

**EXHIBIT 4-3  
HUMAN RESOURCES  
DSD 2 SURVEY RESULTS  
2015**

<b>VARIABLE</b>	<b>TOTAL</b>	<b>TEACHER</b>	<b>SCHOOL ADMINISTRATOR</b>	<b>DISTRICT ADMINISTRATOR</b>
I have an accurate job description	3.94	3.92	4.17	4.18
District salaries for the type position I am in are competitive with similar positions in the job market	2.71	2.70	2.69	3.03
I feel that my work is appreciated by my supervisors	3.66	3.58	4.19	4.32
I receive adequate training and support to perform my job functions	3.87	3.84	4.15	4.32
The district has a good program for orienting new employees	3.98	3.93	4.49	4.50
The district has an adequate number of staff to carry out its operations	3.28	3.30	3.36	3.06
The district actively recruits high quality staff to fill vacant positions	4.10	4.06	4.48	4.60
There is adequate high quality professional development for the principals and teachers	3.97	3.93	4.24	4.53
District employees receive annual personal evaluations	4.20	4.21	4.36	3.97
Employees receive their personal evaluations each year well in advance of the end of the school year	4.02	4.02	4.25	4.00
The district has a fair and timely grievance process	3.71	3.57	4.26	4.48

Source: Tidwell and Associates Survey Results, DSD 2, 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.

**FISCAL IMPACT OF RECOMMENDATIONS**

**Exhibit 4-4** provides a summary of the estimated costs associated with the recommendations in this chapter. As shown, there is a small net cost to implementing the recommendations for DSD 2. In general, DSD 2 provides very efficient and cost-effective HR services. These

recommendations would help to improve efficiency and outcomes. The annual cost associated with implementing the recommendations is \$48,695 with a total cost of \$243,475 over five years. There is variability in the costs associated with implementing new HR software and it may be lower depending on the direction the district adopts.

**EXHIBIT 4-4  
FISCAL IMPACT OF CHAPTER 4  
HUMAN RESOURCES MANAGEMENT**

<b>Recommendation</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>
Move the staff development director position into the human resources department	\$ 0	\$0	\$0	\$0	\$0
Extend the mentorship program for teachers for a second year	(\$47,700)	(\$47,700)	(\$47,700)	(\$47,700)	(\$47,700)
Implement a formal strategic succession plan	\$0	\$0	\$0	\$0	\$0
Evaluate the use of existing HR software and maximize utilization to reduce manual processes	(\$995.00)	(\$995.00)	(\$995.00)	(\$995.00)	(\$995.00)
<b>TOTAL COST</b>	<b>(\$48,695)</b>	<b>(\$48,695)</b>	<b>(\$48,695)</b>	<b>(\$48,695)</b>	<b>(\$48,695)</b>

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

There are a total of 3,441 employees in the district. The average number of new hires for the last five years is 320 with approximately 226.8 certified and 94.2 classified positions. **Exhibit 4-5** provides a breakdown of the number of DSD 2 employees:

**EXHIBIT 4-5  
DSD 2 EMPLOYEE CATEGORIES AND NUMBERS  
2014-2015**

<b>CATEGORY</b>	<b>NUMBER OF EMPLOYEES</b>
Central Office Administrators	42
Principals and Assistant Principals	76
Classroom Teachers	16635
Aides	215
Librarians	23
Nurses	25
Guidance Counselors	70
Secretaries/Clerical	252
Food Service	220
Custodial	193
Maintenance	61
Bus Drivers	9
Others	620

Source: Dorchester District 2, 2014-2015.

The review team examined a wide variety of documentation including, but not limited to, policy and procedural handbooks, personnel records, staff training and development records, department financial data, departmental forms, informational brochures, and the district website. In addition, interviews were conducted with various district employees. These activities provided insight into the operational routines of the department, and allowed the review team to make recommendations and to note commendations regarding HR practices and procedures.

## PEER DISTRICT COMPARISONS

Based on similar criteria, peer districts for this study were selected and include Richland 2, Lexington 1, Beaufort School District, and Oconee School District. As part of this voluntary study, the Education Oversight Committee (EOC) and Tidwell and Associates, Inc. requested various data for comparative purposes. Some of the comparative data used is extracted from the South Carolina Department of Education (SCDOE) website.

To provide perspective on the relative size of peer districts in relation to DSD 2, **Exhibit 4-6** shows the number of students and schools for each of the peer districts:

### EXHIBIT 4-6 PEER DISTRICT SIZE COMPARISON 2013 SCHOOL YEAR

DISTRICT NAME	# OF STUDENTS	# OF SCHOOLS
Dorchester 2	23,258	21
Richland 2	25,838	34
Lexington 1	22,940	28
Beaufort School District	19,889	31
Oconee School District	10,298	20

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

In addition, the number of employees in Richland 2 and in Lexington 1 are shown in **Exhibit 4-7** and **Exhibit 4-8** below in order to provide perspective for the relative size of DSD 2 school district and the HR staff, discussed later in the chapter.

### EXHIBIT 4-7 RICHLAND 2 EMPLOYEE CATEGORIES AND NUMBERS 2014-2015

CATEGORY	NUMBER OF EMPLOYEES
District Administration	164
Enrichment Personnel	216
Classroom Teachers	1,422
Special Education	378
Operations	93
Transportation	195
Other	1,198

Source: Richland 2 Peer Data, 2015.

**EXHIBIT 4-8  
LEXINGTON 1 EMPLOYEE CATEGORIES AND NUMBERS  
2014-2015**

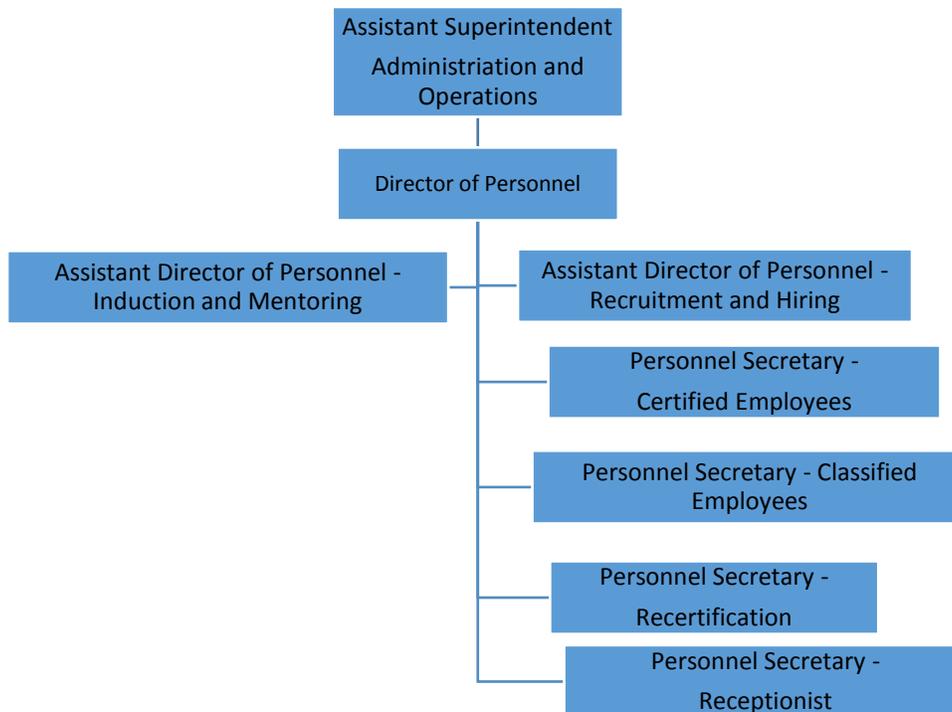
CATEGORY	NUMBER OF EMPLOYEES
District Administration	62 <i>(district office)</i> 119 <i>(school)</i>
Enrichment Personnel <i>(instructional assistants)</i>	375
Classroom Teachers	1,833
Special Education <i>(teachers, instructional assistants, psychologists, OT, PT, SLP, district office personnel)</i>	415
Operations <i>(student services, administration, maintenance, operations, IT)</i>	94
Transportation	271
Other <i>(food service, housekeeping/custodial, secretarial)</i>	711

Source: Lexington 1 Peer District Information, 2015.

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

DSD 2's HR department operates with seven full-time employees: director of personnel; assistant director of personnel–induction and mentoring; assistant director of personnel–recruitment and hiring; four personnel secretaries (certified employees, classified employees, recertification, and receptionist). The district considers the benefits department to be aligned with HR and is moving benefits to directly report to HR. The director of personnel reports to the assistant superintendent for administration and operations. **Exhibit 4-9** is the HR department's organizational chart.

**EXHIBIT 4-9  
HUMAN RESOURCES DEPARTMENT ORGANIZATIONAL CHART  
DORCHESTER 2  
2015**



Source: Tidwell and Associates, DSD 2 Human Resources Department, 2015.

The HR department is responsible for recruiting both teaching and non-teaching staff, hiring, new employee orientation, teacher induction, state accreditation compliance, high quality federal compliance, student teacher coordination with local universities and online universities, certificate renewal, mentoring, investigation, employee contracts, working with finance and benefits, and enforcing HR policies and laws. The central office HR staff is involved in preliminary interviews for teachers at job fairs and reviews all candidate resumes. DSD 2 prides itself on providing thorough background and certification checks for new hires. DSD 2's process involves at least three separate checks on background, references, and certification: clearance interview with district staff, two total background check screenings, interview with principals, and then a final check of references and certification before offering a candidate the position. The district prides itself on meeting with every candidate one-on-one in order to personalize the process.

Survey results located in **Exhibit 4-10** illustrate that teachers, school administrators, and district administrators feel that there are an inadequate number of staff to carry out HR operations at the district. However, in reviewing the size (number of staff) and responsibilities of the DSD 2 HR department, the review team concludes that at present, there are a proportionate number of people to administer this function. Like all school districts however, the district should continually evaluate its HR staff size relative to district growth and student population. As the process and standards for teacher evaluations change, this may also be an area to evaluate.

**EXHIBIT 4-10  
DORCHESTER SCHOOL DISTRICT 2  
HUMAN RESOURCES SURVEY RESULT DATA  
2015**

VARIABLE	TOTAL	TEACHER	SCHOOL ADMINISTRATOR	DISTRICT ADMINISTRATOR
The district has an adequate number of staff to carry out its operations	3.28	3.30	3.36	3.06

Source: Tidwell and Associates Survey Results, 2015

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

As a point of reference for this finding, **Exhibit 4-11** provides the number of HR staff, number of employees, student size, and titles of HR staff in DSD 2 and its peer districts. It is relevant to note that Richland 2's HR Department also directs the administrative services department, which administers student services (student discipline and alternative school placements).

**EXHIBIT 4-11  
HUMAN RESOURCES PEER DISTRICT COMPARISON  
2014-2015 SCHOOL YEAR**

DISTRICT	# OF HR STAFF	DEPARTMENT NAME	# OF STUDENTS	# OF STAFF	HR POSITION TITLES
Dorchester 2	7	Human Resources Department	23,258	3,441	<ul style="list-style-type: none"> <li>▪ Director of Personnel</li> <li>▪ Assistant Director of Personnel – Induction and Mentoring</li> <li>▪ Assistant Director of Personnel – Recruitment and Hiring</li> <li>▪ Personnel Secretary: Certified Employees</li> <li>▪ Personnel Secretary: Classified Employees</li> <li>▪ Personnel Secretary: Recertification</li> <li>▪ Receptionist</li> </ul>
Richland 2	17	Human Resources Department	25,838	3,400	<ul style="list-style-type: none"> <li>▪ Chief Administrative Officer</li> <li>▪ Executive Director of Human Resources</li> <li>▪ Director Classified Personnel and Employee Services</li> <li>▪ Director of Teacher Quality</li> <li>▪ HR Administrator</li> <li>▪ Benefits Specialist/FMLA</li> </ul>

DISTRICT	# OF HR STAFF	DEPARTMENT NAME	# OF STUDENTS	# OF STAFF	HR POSITION TITLES
					<ul style="list-style-type: none"> <li>▪ HR Supervisor</li> <li>▪ HR Supervisor</li> <li>▪ HR Specialist</li> <li>▪ Benefits Specialist and Classified Employment</li> <li>▪ Recruiter</li> <li>▪ Administrative Assistant</li> <li>▪ Benefits Specialist/ACA</li> <li>▪ Benefits Manager</li> <li>▪ HR Specialist (3)</li> </ul>
Lexington 1	14	Human Resources	22,940	3,550	<ul style="list-style-type: none"> <li>▪ Director of Human Resources</li> <li>▪ Chief Human Resources Officer</li> <li>▪ Executive Secretary</li> <li>▪ Executive Secretary for Support Staff Services</li> <li>▪ Professional Staff Services Specialist</li> <li>▪ Employee Services Supervisor</li> <li>▪ Project Manager</li> <li>▪ Pay Assignment Specialist</li> <li>▪ Professional Staff Licensure Supervisors</li> <li>▪ Substitute Services Specialist</li> <li>▪ Administrative Assistant</li> <li>▪ Director of Employee Quality</li> <li>▪ Support Staff Services Supervisor</li> <li>▪ Coordinator for Support Staff Quality and Development</li> </ul>
Beaufort School District	14	Human Resource Department	19,889	3,000	<ul style="list-style-type: none"> <li>▪ Chief Administrative and Human Resources Officer</li> <li>▪ Director of Classified Staff/Systems Information (Certification, Applicant System, Certified Salary Changes)</li> <li>▪ Coordinator of Recruiting/Retention (Administrative and Certified Applications, Career Fair, Student Teachers)</li> </ul>

DISTRICT	# OF HR STAFF	DEPARTMENT NAME	# OF STUDENTS	# OF STAFF	HR POSITION TITLES
					<ul style="list-style-type: none"> <li>▪ Risk Management Coordinator (FOIA, Legal Issues, Safety, Insurance)</li> <li>▪ Program Manager (My Learning Plan, New Hire Orientations, HR Policies, Administrative Assistant for ADEPT, Induction and Mentoring)</li> <li>▪ Program Manager (HR Operations, HR Budget)</li> <li>▪ Benefits Specialist</li> <li>▪ Benefits Specialist</li> <li>▪ Personnel Specialist – Substitute Staff</li> <li>▪ District Receptionist</li> <li>▪ Lead Mentor Teacher</li> <li>▪ Lead Mentor Teacher</li> <li>▪ Lead Mentor Teacher</li> <li>▪ District Courier</li> </ul>
Oconee School District	5	Human Resources	10,298	1,500	<ul style="list-style-type: none"> <li>▪ Assistant Superintendent for Human Resources Services</li> <li>▪ Director Teacher and Personnel Services</li> <li>▪ Benefits Coordinator</li> <li>▪ Secretary</li> <li>▪ Secretary</li> </ul>

Source: School District Websites, Staff Size from DSD 2, Tidwell and Associates, 2015.

## FINDING

DSD 2's director of staff development currently reports to the assistant superintendent of curriculum and instruction.

During interviews, a number of employees felt that this position would be better located within the HR department. This perception is supported by best practice models that emphasize alignment between professional development and HR. Districts throughout the country have *Human Resources and Professional Development Departments*. Aligning professional development with HR is about restructuring the entire HR system to boost teacher and principal effectiveness through the strategic recruitment, selection, and distribution of principals and teachers.

Strengthening the educator workforce requires a combination of acquiring and building (through learning and motivation) educator competencies. Districts can accomplish this through development and implementation of a competency-focused strategy that will guide specific HR practices. The strategy must incorporate all HR practices. The reason for this is that different HR practices have differing competency-enhancing purposes and impacts. Recruitment and

selection, for example, are intended to bring educators with the competencies into the district. Alternatively, mentoring and professional development are aimed at building the competencies of existing staff while performance management practices center on evaluating performance and planning for district wide improvement. The flow chart in **Exhibit 4-12** helps to summarize the relationship. As shown, aligning educational improvement strategies with HR strategy and hiring people aligned to improvement strategies will help performance and ultimately progress towards proficiency goals. This alignment also helps support a strong induction and mentoring system, which contributes to strong professional development, performance management and professional growth.

**EXHIBIT 4-12**  
**HR SYSTEM LINKS BETWEEN IMPROVEMENT STRATEGIES AND**  
**IMPROVED STUDENT ACHIEVEMENT**  
**2014**



Source: The Center for Educator Compensation Reform. [http://www.cecr.ed.gov/pdfs/CECR\\_HRA\\_Paper.pdf](http://www.cecr.ed.gov/pdfs/CECR_HRA_Paper.pdf)

**TIER 1 RECOMMENDATION**

**Recommendation 4-1:**

**Move the staff development director position to report to the human resources department.**

DSD 2 should move the staff development director into the HR department. Implementation would allow DSD 2 to better align professional development, evaluations, and HR for a more seamless integration of identifying, attracting, and recruiting effective personnel. The district's structures would be better equipped to provide an environment that supports, develops, improves, promotes, and retains qualified and effective professional staff. In addition, this change would also provide greater alignment to support teachers after the induction period.

**FISCAL IMPACT:**

The recommendation can be implemented without any fiscal impact.

## IMPLEMENTATION PLAN

1. The superintendent, staff development director, and HR director work together to align the mission of HR and professional development.
2. The superintendent, staff development director, and HR director ensure agreement on professional competencies - the actual skills and behaviors teachers or principals must have and use to carry out district strategies for improving student achievement.
3. The staff development director and HR director review alignment of current HR practices to important educator and staff performance competencies.
4. The staff development director and HR director review interview questions to ensure that they are focused on desired performance competencies.
5. The superintendent, staff development director, and the assistant HR director align evaluation processes to identify competency-focused professional development activities.
6. The board should vote on implementing the new organization.

### 4.3 Recruitment and Retention

#### FINDING

The district takes great pride in its effective recruitment efforts.

Staff sees recruitment as an opportunity to invigorate the teaching environment and school district. DSD 2 is very proactive in trying to attract high-quality personnel through college campus visits, small job fairs, website advertisement, and word of mouth. *The DSD 2 recruitment plan could serve as a model for other districts.*

#### COMMENDATION 4-A:

**The district practices strong recruitment planning and activities.**

#### FINDING

DSD 2 employs an extensive teacher mentoring system that provides a network of support for first-year teachers.

First-year teachers at DSD 2 have a great deal of support through a strong new employee orientation, induction program, and mentoring program. After the first year, however, as is seen throughout the country, teachers are often in a sink-or-swim situation. Nationally, 40 to 50 percent of new teachers leave within their first five years on the job.<sup>1</sup> Consistent with this national research, teachers at DSD 2 expressed an interest in continuing the teacher mentorship program beyond the first year.

According to a report from the Alliance for Excellent Education, roughly half a million U.S. teachers either move or leave the profession each year, which costs the United States up to \$2.2 billion annually.<sup>2</sup> The report provides a state-by-state breakdown detailing the number of teachers leaving the profession, as well as a low and high estimate for teacher attrition rates. **Exhibit 4-13** provides the data for South Carolina:

<sup>1</sup> NPR. <http://www.npr.org/blogs/ed/2014/07/18/332343240/the-teacher-dropout-crisis>

<sup>2</sup> <http://all4ed.org/press/teacher-attrition-costs-united-states-up-to-2-2-billion-annually-says-new-alliance-report/>

**EXHIBIT 4-13  
COST OF TEACHER ATTRITION  
SOUTH CAROLINA  
2008-2009**

STATE	TEACHER SAMPLE	TOTAL NUMBER OF TEACHERS	NUMBER OF TEACHERS WHO LEFT TEACHING	RANGE OF TEACHER ATTRITION COSTS	
				LOW ESTIMATE	HIGH ESTIMATE
South Carolina	758	49,009	3,872	\$16,901,022	\$36,787,310

Source: On the Path to Equity: Improving Effectiveness of Beginning Teachers, Richard Ingersoll, University of Pennsylvania, 2014

Extending DSD 2's mentorship program beyond the first year and moving professional development to the HR department as recommended in **Recommendation 4-1** can be used as not only a recruitment tool, but also to improve retention and long-term professional development. Both novice teachers and mentors can gain understanding and concrete skills that will benefit their students and can be shared with colleagues. Longer mentorship relationships can help teachers implement district-adopted priorities and improve their grade level's practice of using cooperative learning.

In addition, demographic and policy trends now lend greater importance to mentoring programs than perhaps at any other time in recent memory. Increasing student enrollments, an escalation of teacher retirements, and the popularity of class-size reduction efforts in many states represent serious challenges to districts seeking to ensure the quality of classroom instruction.

**COMMENDATION 4-B:**

**The district is commended for its new employee orientation and support.**

**TIER 3 RECOMMENDATION**

**Recommendation 4-2:**

**Consider extending the mentorship program for teachers for an additional year.**

The district can build upon its existing system and grow its mentoring program to extend the program into a teacher's second year in order to improve the skills and knowledge of both new and veteran teachers.

**FISCAL IMPACT**

The fiscal impact for extending this program will be the stipend paid to mentoring teachers beyond the first year. The average annual cost for stipends is \$36,700, using the amounts for the past three years, plus training for new mentors. The cost associated with training is the result of having to hire substitutes for the three days of training at \$100 per day, which is approximately \$11,000. There is also a time commitment associated with this task for both the assistant director of personnel and the staff development director. The review team estimates that getting the additional year operational will take 20 hours of time and then an additional 2-4 hours per week to maintain.

<b>Recommendation</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>
Extend the mentorship program for teachers for a second year (based on one mentor teacher per grade)	(\$47,700)	(\$47,700)	(\$47,700)	(\$47,700)	(\$47,700)

## **IMPLEMENTATION PLAN**

1. The director of staff development and the assistant director of personnel for induction and mentorship should work together to establish program objectives for a second year.
2. The director of staff development and the assistant director of personnel for induction and mentorship review current program design to manage growth capacity.
3. The director of staff development and the assistant director of personnel for induction and mentorship determine if existing mentor selection criteria is adequate for the next phase of the program.
4. The assistant superintendent and director of HR review school administrators' responsibilities for the program.
5. The director of staff development work with schools to identify additional mentor teachers.
6. The director of staff development Work with schools to train new mentor teachers.
7. The superintendent, assistant superintendent, HR director and director of staff development evaluate the effectiveness of the existing and expanded network to support teachers in Year 2.

## **FINDING**

DSD 2 needs to carry its strategic planning for recruitment into strategic succession planning.

DSD 2 has an administrative cohort program with The Citadel to grow future leaders and encourages teacher leaders to be facilitators and interventionists. There are too few teachers being produced in South Carolina to meet the demand and the competition for top talent is increasing. DSD 2 does a very good job recruiting new teachers and has good partnerships with Charleston Southern University, The Citadel, and College of Charleston. The district prides itself on being able to find good teachers in core subject areas and having every position filled at the start of the year. However, because of the military presence around DSD 2, the district population is somewhat transient and is therefore consistently looking for new candidates.

All of that being said, there are only two ways to get talent – recruit it and grow it – and the district is aligned to do both. Creating and administering a strategic succession plan should be consistent with DSD 2's existing strategic planning and professional development. In addition, there are best practices that can be used as models. For example, in Delaware, a group of legislators, principals, and business leaders formed an education task force to address education concerns and offer policy suggestions to improve education, called the Delaware Cohesive Leadership System.<sup>3</sup> Using demographic data, the group was able to forecast education leadership needs within the state for the next 10 years based on transfer, retirement, and resignation trends. From these findings, they developed the recommendation to create a "Pool of 100," which is a group of teachers who showed leadership potential and were identified

<sup>3</sup> <http://saelp.doe.k12.de.us/projects/sp/about/vision.html>

for a school leadership career track.<sup>4</sup> This statewide initiative can be mirrored at DSD 2 to assess its long- term needs and to develop a pool of future leaders.

There are several factors typically found in successful succession planning initiatives. For example:

- Senior leaders are personally involved;
- Senior leaders hold themselves accountable for growing leaders;
- Employees are committed to their own self-development;
- Success is based on a business case for long-term needs;
- Succession is linked to strategic planning and investment in the future;
- Workforce data and analysis inform the process;
- Leadership competencies are identified and used for selection and development; and
- A pool of talent is identified and developed early for long-term needs.

Strategic succession planning will also help DSD 2 plan for the expiration of the Teacher and Employee Retention Incentive (TERI) on June 30, 2018.

## **TIER 2 RECOMMENDATION**

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

#### **Implement a formal strategic succession plan.**

Succession planning creates an effective process for recognizing, developing and retaining top leaders by building a leadership pipeline/talent pool to ensure leadership continuity, developing potential successors in ways that best fit their strengths and identifying the best candidates for categories of positions.

## **IMPLEMENTATION PLAN**

1. The HR director to secure executive champions.
2. The assistant superintendent and HR director to assess current and future needs for teachers, administrators and district staff.
3. The assistant superintendent and HR director to align the succession plan with the district's mission, vision and goals.
4. The assistant superintendent and HR director to construct a communications plan to embrace talent development.
5. The HR director to provide continuous evaluations of both the people and processes involved in succession planning.

## **FISCAL IMPACT**

This recommendation can be implemented without additional resources; however, it is estimated to take approximately 20 hours of time to initiate this task and then an ongoing commitment of time to ensuring successful execution.

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<sup>4</sup> National Resource Center on Charter School. [https://www.usc.edu/dept/education/cegov/focus/charter-schools/publications/other/Preparing\\_for\\_the\\_Inevitable-NewOrleans.pdf](https://www.usc.edu/dept/education/cegov/focus/charter-schools/publications/other/Preparing_for_the_Inevitable-NewOrleans.pdf)

## **4.4 Technology Utilization**

### **FINDING**

The payroll department does not have sufficient automated transactions with the HR department.

More specifically, the district lacks a system that provides for the automatic transfer of information in one database to another (e.g. human resources, budget, payroll, etc). Currently, the practice involves extensive use of manual processes that are time-consuming, duplicative and likely to introduce errors. For example, the HR department carries a pink sheet of paper from HR to payroll and benefits with new hire information for the initial set-up of employees. In addition, the recording of employee leave balances and hours of work for temporary and part-time employees is done manually. This practice is time-consuming and does not allow for the connection of this information to other databases. Moreover, most forms used for HR functions are not in an electronic format, so nearly all information has to be entered into a computer system after previously capturing it manually, thus increasing the opportunity for errors and inaccuracies.

There are a number of software options available. In Richland 2 they use *Applitrack* and in Lexington 1 they use *BusinessPLUS Recruitment Management*.

### **TIER 1 RECOMMENDATION**

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

**Evaluate the use of existing HR software and maximize utilization to reduce manual processes.**

There are numerous HR software packages that have manageable long-term costs for maintenance, upgrades, and user training. A comprehensive electronic HR management system would allow routine functions to be performed more efficiently.

The multiple functions of an electronic HR management system would allow information to be entered into the district's computer system as a one-step process, and then select records could be transferred as needed from one operational database to another. For example, once a newly hired employee's personal information (e.g., name, social security number, position, etc.) is entered into the computer system, that data could be utilized by persons responsible for payroll, fringe benefits, and any other HR function. Additional time savings could be realized through the software's capability to make a limited amount of data password-accessible, so that, for example, employees could check their own leave time balances, eliminating the need for central office personnel to perform this task. In order to provide for a more efficient process of capturing and sharing routine personnel information, the school district should automate its current practices through the use of HR management software.

### **FISCAL IMPACT**

If the district decides to continue using existing software, there could be a fiscal impact as additional interfaces would need to be purchased.

If new software is needed, prices range from \$295 for a single user license to \$995 for up to ten users. The fiscal impact is based on all seven HR employees plus finance employees using the same system.

<b>Recommendation</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>
Purchase HR software	(\$995.00)	(\$995.00)	(\$995.00)	(\$995.00)	(\$995.00)

### **IMPLEMENTATION PLAN**

- |   |
|---|
| 1. The district needs to prioritize automation of services to ease administrative burden on HR functions.   |
| 2. The director of personnel should meet with the chief financial officer to confirm processes that are currently performed manually and problems that arise from these processes.  |
| 3. The HR staff, payroll specialists, benefit specialists and the chief technology officer should review software packages from vendors.  |
| 4. The HR director to contact DSD 2's current software vendor to determine if they can meet needs.  |
| 5. If not, determine the package best suited to the needs of the division, and work compatibility with existing computer systems.   |
| 6. The HR director to direct vendor to train all affected staff in HR, payroll, benefits, budget and technology on different interfaces.  |
| 7. Systems should be piloted, processing routine HR tasks with a selected group of school-based and central office personnel. HR, payroll and technology staff should analyze and correct any problems in the pilot and launch district wide implementation, including training for school-based staff with payroll responsibilities or human resources responsibilities. |

### **4.5 Workers' Compensation**

#### **FINDING**

DSD 2 is recognized every year for its management of workers' compensation. DSD 2 is on the "Risk Control Honor Roll" for "Excellence in Risk Control." Last year it resulted in a premium reduction of \$70,000.00. The benchmark for workers' compensation rate established for this year's PARR was 3.5 percent, and DSD 2 is at 0.028 percent.

#### **COMMENDATION 4-3:**

**The district is commended for its low workers' compensation.**

## 5.0 FACILITY USE AND ENERGY MANAGEMENT

This chapter presents the results of the review of facility use and energy management functions in Dorchester School District Two (DSD 2). The major sections in this chapter include:

- 5.1 Introduction, Methodology, and 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:

- DSD 2 is commended for monitoring district wide enrollment projections and utilization rates to ensure that they do not reach a critical level and for implementing annual recommendations to guide both long and short term facility planning. (Page 5-14)
- DSD 2 is commended for utilizing a work order management software system to manage its work orders and support effective preventive maintenance. (Page 5-19)
- DSD 2 maintains a successful and creative recycling program at all schools and is exploring additional recycling options that may result in additional savings. (Page 5-20)
- The district has the policies, procedures, and trained personnel in place to implement energy conservation measures including Energy Star certified equipment in 86 percent of the district's buildings. (Page 5-26)

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

Below is a guideline on the various three tiers.

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

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

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

The facilities department provides services in a competent and cost-effective manner. While there are many best practices in the organization and management of the facilities department, certain efficiencies and improvements are suggested.

This report contains the following recommendations:

- Assign the new construction facilitator to report to the superintendent. Regular meetings should be scheduled to include the superintendent, construction facilitator, chief financial

officer, director of facilities and possibly energy manager for updates on new construction. Tier 1 (Page 5-9)

- Hire a project manager with experience in commercial construction projects to assist the facilities director to manage and supervise district-wide replacement projects and capital projects. Tier 1 (Page 5-11)
- Complete development of an updated master plan by January 2016. Tier 1 (Page 5-16)
- Analyze expenditures for facilities' maintenance and utilities costs to identify potential savings. Tier 1 (Page 5-18)
- Review cleaning practices to determine if staff reduction savings can be found using the National Center for Education Statistics recommendation without sacrificing current levels of cleanliness. Tier 1 (Page 5-22)
- Establish a cleaning supply budget for each facility using the National Center for Education Statistics average cost of \$0.17/SF. Tier 1 (Page 5-24)

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

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. Highlights from survey results are described below.

Note: M=Mean/Average

The results of the survey 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 include:

- Overall, respondents reported that the district has too many portable buildings, with an overall disagreement score of 1.91.
- Respondents also reported that:
  - Schools do not have sufficient space and facilities to support the instructional program, with an average rating of 2.54.
  - There are facility and/or equipment concerns throughout the schools, with an average rating of 2.47.
- District (M=4.10) and school administrators (4.09) agreed more strongly that the district has a process for involving administrators, teachers, and support staff in planning new facilities in comparison with teachers (M=3.45).

Suggestions for improvement with regard to facilities:

Teachers also reported a need for smaller class sizes and reported that overcrowding is a major issue. Some teachers suggested that rezoning would help this issue. Others indicated a need for more schools. For example, one teacher said, "More schools so class sizes and facilities could accommodate smaller classes and school sizes." Another teacher suggested, "The district is growing and many facilities are old and out of date. The district needs to set a plan for how to replace the older buildings and where new schools need to be built in order to best meet the growing population."

Furthermore, teachers felt that the district was maximizing resources to build new schools. As one teacher noted, “I feel that the district is maximizing in its use of operational resources by building more schools in the district to decrease the number of students at each school”.

Other teachers reported that they felt the district was maximizing the budget to the best of its abilities. As one teacher noted, “I think we do a good job of stretching our dollars in per pupil expenditure”. Another commented, “I believe that our district is very effective in managing its operating resources for staffing and buildings”.

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

VARIABLE	TOTAL	TEACHER	SCHOOL ADMINISTRATOR	DISTRICT ADMINISTRATOR
The district has a long-range plan to address facility needs.	3.95	3.91	4.23	4.30
The district has too many portable buildings. <sup>a</sup>	1.91	1.90	1.96	2.06
The district's facilities are well-maintained	3.79	3.76	4.00	4.39
Our schools have sufficient space and facilities to support the instructional program	2.54	2.55	2.39	2.73
Repairs are made in a timely manner	3.65	3.65	3.57	3.97
The construction managers are selected objectively	3.64	3.57	3.86	3.92
The district's facilities are kept clean	4.03	3.99	4.41	4.52
The district has an energy management program in place to minimize energy consumption	4.02	4.02	4.10	4.03
There are facility and/or equipment concerns throughout the schools	2.47	2.43	2.81	2.75
The district's facilities are secure from unwanted visitors	3.60	3.56	3.79	4.18
I know what to do during a crisis or an emergency	4.27	4.27	4.51	4.12
Safety hazards do not exist on school grounds	3.21	3.17	3.53	3.69
There is a process in place for community use of a facility space and it is applied equally to all users	3.93	3.84	4.36	4.24
The district has a process for involving administrators, teachers and support staff in planning new facilities	3.54	3.45	4.09	4.10

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

Source: Tidwell and Associates, Inc., 2015.

**Exhibit 5-2** shows another portion of the survey completed by staff. As shown, the area rated the lowest overall (2.93 on a scale of 4) is facilities planning.

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

<b>VARIABLE</b>	<b>TOTAL</b>	<b>TEACHER</b>	<b>SCHOOL ADMINISTRATOR</b>	<b>DISTRICT ADMINISTRATOR</b>
Facilities Planning	2.93	2.88	3.19	3.41
Plant Management	3.09	3.06	3.11	3.36
Custodial	3.18	3.15	3.43	3.55
Energy Management	3.12	3.12	3.15	3.15

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.

**FISCAL IMPACT OF RECOMMENDATIONS**

**Exhibit 5-3** provides a summary of the estimated costs and savings associated with the recommendations contained in this chapter. As shown, the yearly savings is estimated to be \$681,159. The five year savings is estimated to be \$3,405,795. 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.

**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>
Hire a project manager with experience in commercial construction projects to assist the facilities director to manage and supervise district-wide replacement projects and capital projects.	(\$70,000)	(\$70,000)	(\$70,000)	(\$70,000)	(\$70,000)
Analyze expenditures for facilities’ maintenance costs to identify potential savings.	\$164,050	\$164,050	\$164,050	\$164,050	\$164,050
Review cleaning practices to determine if staff reduction savings can be found using the National Center for Education Statistics recommendation without sacrificing current levels of cleanliness.	\$257,028	\$257,028	\$257,028	\$257,028	\$257,028

Establish a cleaning supply budget for each facility using the National Center for Education Statistics average cost of \$0.17/SF.	\$330,081	\$330,081	\$330,081	\$330,081	\$330,081
<b>Total Costs</b>	<b>(\$70,000)</b>	<b>(\$70,000)</b>	<b>(\$70,000)</b>	<b>(\$70,000)</b>	<b>(\$70,000)</b>
<b>Total Savings</b>	<b>\$751,159</b>	<b>\$751,159</b>	<b>\$751,159</b>	<b>\$751,159</b>	<b>\$751,159</b>
<b>GRAND TOTAL SAVINGS</b>	<b>\$681,159</b>	<b>\$681,159</b>	<b>\$681,159</b>	<b>\$681,159</b>	<b>\$681,159</b>

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

The facilities director and staff at DSD 2 have many responsibilities including, but not limited to:

- Staff assignments, employee hires and dismissals
- Planning, Capitol 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, Department of 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

Based on similar criteria, peer districts for this study were selected and include Richland 2, Lexington 1, Oconee, and Beaufort. As part of this voluntary study, EOC and Tidwell and Associates requested various data points for comparative purposes. This chapter will incorporate any peer data shared with our team by each of the peer districts.

DSD 2 is one of the fastest growing districts in the state, with over 25,000 students. Twelve elementary schools, six middle schools, three high schools and the Givhans Alternative Program Facility serve the suburban community of Summerville. The district employs approximately 3,000 personnel and is the largest employer in Dorchester County.

The facilities department maintains these 22 schools plus twelve (12) support facilities. These include the Adult Ed/Special Services/Food/Services/IT/Facility, District Office Complex, the, Curriculum Office, Finance Office, Distribution Center, Pupil Transportation Center, Fine Arts/Gifted and Talented, Professional Development and Family Literacy Centers, Math HUB, Maintenance (Stadium Circle) and Maintenance (Highway 78) facilities. This is a total of approximately three million square feet of conditioned space and over 900 acres of grounds, sports fields, stadiums, and other site infrastructure.

The district office utilizes eight different facilities (4 central office buildings, the Adult Learning Center, 2 houses that house the interventionists, and a new facility), which has been a challenge with regard to maintaining effective communications. However, this should be remedied next year as the district plans to reduce the eight to three buildings housing central office staff (Rollins Building, the new facility, and the Adult Education Learning Center). Please refer to Chapter 2- District Organization and management for more information.

A school improvement building program is currently underway that will provide three new elementary schools and a new middle school of the arts scheduled to open in 2016-2017. The program will also fund major expansions and renovations at five elementary and three middle schools. All three high schools will have classroom additions to accommodate increased career-readiness and technology programs to better prepare students for college and the workforce. This school improvement building program will alleviate overcrowding at all schools in the district.

DSD 2's school improvement building program is supported by the following survey responses related to Facility Use and Energy Management.

Note: (M=Mean/Average)

- Overall, respondents reported that the district has too many portable buildings, with an overall disagreement score of 1.91.
- Respondents also reported that:
  - Schools do not have sufficient space and facilities to support the instructional program, with an average rating of 2.54.
  - There are facility and/or equipment concerns throughout the schools, with an average rating of 2.47.
- District (M=4.10) and school administrators (4.09) agreed more strongly that the district has a process for involving administrators, teachers, and support staff in planning new facilities in comparison with teachers (M=3.45).

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

- Interviews of key district-level positions;
- A community open house;
- An analysis of state and district data and documents including, but not limited to, policies and procedures, maintenance contract documents, organizational chart, master energy plan and 5 year master plan;
- Survey results; and
- A review of peer district comparison data (where available).

**Exhibit 5-4** shows the positions and persons interviewed during the onsite review.

**EXHIBIT 5-4  
DSD 2 INTERVIEWEES**

<b>TITLE</b>	<b>NAME</b>
Superintendent	Joe Pye
Facilities Director	Richard Rogers
Chief Financial Officer	Allyson Duke
Energy Manager	Tony Soles
Risk Manager	Evelyn Lotito
New Construction Facilitator	Bob Folkman
Procurement Officer	Rhonda Grice
Supervisor of Custodial Services	Julie Knight

Source: Prepared by the facilities team, 2015.

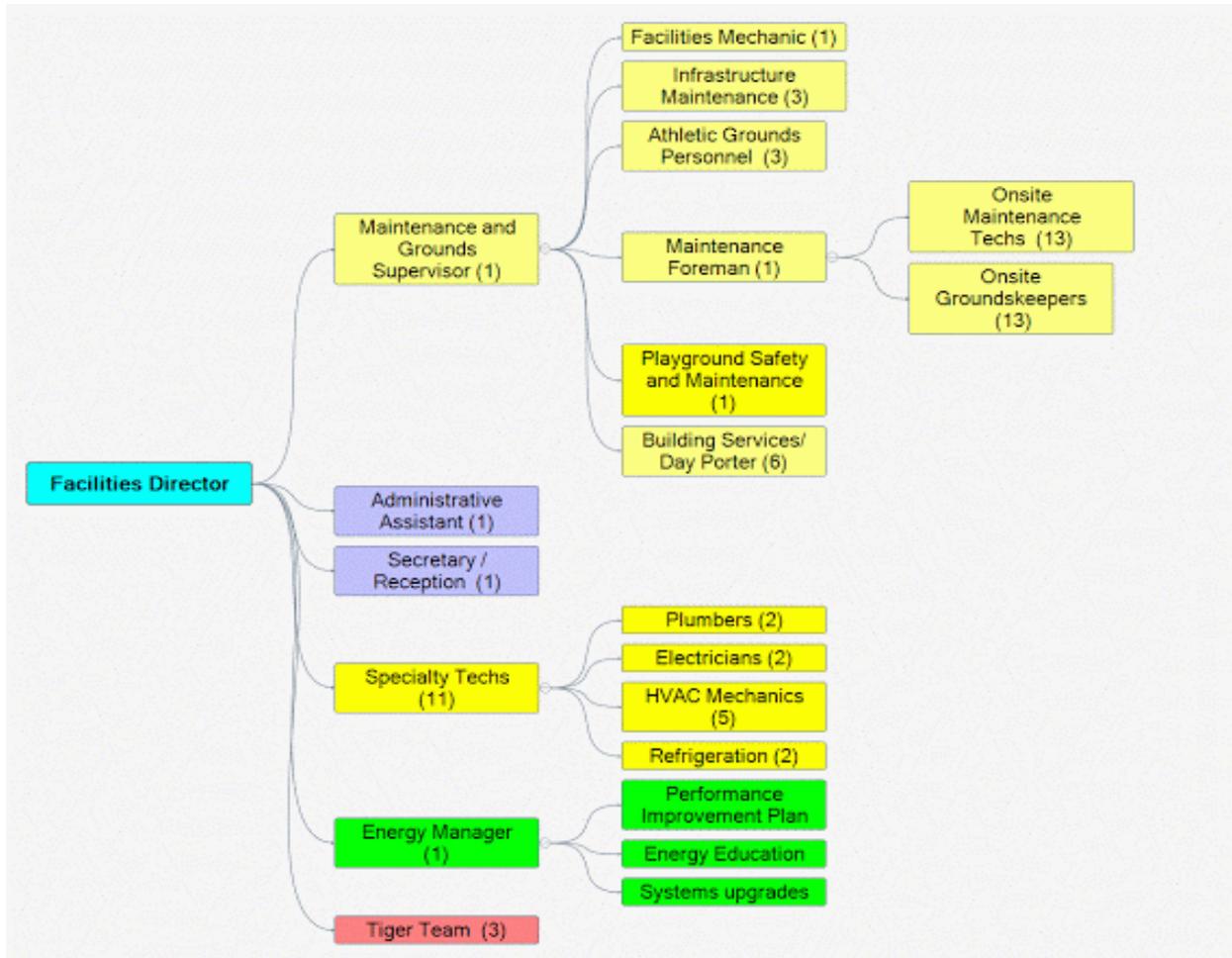
**5.2 Organizational Structure, Policies and Procedures**

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 district 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.

**Exhibit 5-5** provides the organizational structure for the facility use and energy management function. The facilities director reports to the superintendent and has eighteen (18) direct reports. Additionally, a new construction facilitator position, formerly reporting to the board, reports directly to the superintendent.

**EXHIBIT 5-5  
ORGANIZATION OF  
FACILITY USE AND ENERGY MANAGEMENT  
FUNCTIONS  
FEBRUARY 2015**



Source: Prepared by the facilities team with data from DSD 2, 2015.

**FINDING**

The new construction facilitator and the facilities director have a serious communications gap resulting in the district being deprived of the best possible facilities intelligence being brought to bear for utilization of the referendum dollars for new construction, renovations, and additions.

Initially the new construction facilitator reported directly to the board and the facilities director reported directly to the chief financial officer. This created a communications gap. The initial reporting structure may have been changed recently but we were unable to confirm that the new construction facilitator is reporting directly to the superintendent. The primary point here is that staff should report to the district, not to the board.

## TIER 1 RECOMMENDATION

### Recommendation 5-1:

**Assign the new construction facilitator to report to the superintendent. Regular meetings should be scheduled to include the superintendent, construction facilitator, chief financial officer, director of facilities and possibly energy manager for updates on new construction.**

Regular meetings should be scheduled to include the superintendent, construction facilitator, chief financial officer, director of facilities, and possibly energy manager for updates on new construction.

It is important during the process of facilities planning that new construction and facilities renovation and remodeling work be carefully coordinated, and the knowledge base of both the new construction facilitator and the director of facilities be brought to bear for the benefit of the district. This is particularly important given that the projected student enrollment in the district will be driving another referendum in the near future to support the necessary construction.

This process should produce the best design possible within the available project dollars. These important decisions should take into consideration long-term maintenance, custodial and utility costs, as well as the effect of various value engineering decisions. This is not intended to modify the authority of either the new construction facilitator or the facilities director. Both these functions require the full time focus of a professional. However, the new construction facilitator needs to have the best information for decision-making to make the best long-term usage of the referendum dollars on behalf of the district.

## IMPLEMENTATION PLAN

- |  |
|--|
| 1. The superintendent should assign the new construction facilitator to report directly to the superintendent.   |
| 2. The superintendent should hold regularly scheduled meetings to include the construction facilitator, chief financial officer, director of facilities and possibly energy manager for updates on new construction. |

## FISCAL IMPACT

The recommendation could be implemented at no additional cost to the district.

### 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, DSD 2 must be able to plan for teacher staffing levels and the placement of mobile classrooms. In the long-term, the school district must have accurate enrollment projections in order to plan on where and if to build new schools.

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 should establish the standards for measuring the capacity of a school. By comparing the capacities of the facilities with current and projected enrollments, districts can project the space needed.

A comprehensive facilities 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.

## **FINDING**

The director of facilities has an excessive workload which will increase with his assigned capital-building responsibilities.

Currently the director of facilities is actively engaged in the day-to-day management and decision making of maintenance activities, additions, renovations and other special projects. The sheer volume of these activities limits his effectiveness, delays many projects and restricts his time to develop, implement, and manage a comprehensive departmental master plan. In addition, as the district executes its capital-building program, he will need to devote time to interacting with that program.

To enable the department to manage the anticipated growth and further develop and improve the department's operation, the director needs help managing reoccurring capital projects and major maintenance projects. A projects manager would help manage reoccurring capital projects, major maintenance projects and assist the director in establishing needed management plans, expand and improve preventive maintenance, expand and improve safety

inspections, develop and implement training programs, prepare for the expansion of the district's facilities and expand professional development.

**TIER 1 RECOMMENDATION**

**Recommendation 5-2:**

**Hire a project manager with experience in commercial construction projects to assist the facilities director to manage and supervise district-wide replacement projects and capital projects.**

To enable the department to continue to develop into an efficient and professional organization, the facilities director and the maintenance supervisor need help managing reoccurring capital projects and major maintenance projects. A project manager would help manage reoccurring capital projects, major maintenance projects and assist the director in the following: establish needed management plans; expand and improve preventive maintenance; expand and improve safety inspections; develop and implement training programs; prepare for the expansion of the district's facilities and expand professional development.

**IMPLEMENTATION PLAN**

1. The superintendent should recommend that the board approve the recommended position.
2. The board should review and approve the recommended action.
3. The superintendent should instruct the chief financial officer to proceed with employing the recommended project manager.

**FISCAL IMPACT**

The addition of the project manager will cost the district \$70,000 (including benefits). The facilities department is planning on eliminating two positions from its future staff request for managing the new schools by consolidating various responsibilities. This will provide for an overall reduction in its request for the new schools and additions to existing facilities of twenty percent (20%) in the department budget.

<b>RECOMMENDATION</b>	<b>YEAR 1</b>	<b>YEAR 2</b>	<b>YEAR 3</b>	<b>YEAR 4</b>	<b>YEAR 5</b>
Hire a project manager	(\$70,000)	(\$70,000)	(\$70,000)	(\$70,000)	(\$70,000)

**Exhibit 5-6** presents the actual enrollments for the school system. Projected enrollment is not calculated school-by-school; rather, it is calculated from the 135 day total daily attendance number across all schools.

**EXHIBIT 5-6  
DORCHESTER SCHOOL DISTRICT 2  
ANNUAL ENROLLMENT  
2010-2014**

<b>ELEMENTARY SCHOOL</b>	
<b>SCHOOL YEAR</b>	<b>ACTUAL ENROLLMENT</b>
2010	10674
2011	10803
2012	11043
2013	10706
2014	10647
<b>Average</b>	10975
<b>MIDDLE SCHOOLS</b>	
2010	5169
2011	5209
2012	5487
2013	5655
2014	5761
<b>Average</b>	5456
<b>HIGH SCHOOLS</b>	
2010	6543
2011	6584
2012	6817
2013	6896
2014	6984
<b>Average</b>	6765

Source: Prepared by the facilities team with data from DSD 2, 2015.

**FINDING**

DSD2 prepares official enrollment projections school-by-school on an annual basis. The projections break out enrollment by school and grade-levels.

Based on information from the chief financial officer, reports are prepared for planning student numbers, classroom capacities, and teacher allocations. The superintendent and instructional leadership meet with every principal to discuss his or her projected student numbers and teacher allocations. In addition, mobile unit needs are assessed. Included are plans for adding up to 10 mobile units at Dubose Middle School. As a result of these allocation meetings, student numbers and teaching allocations are projected for budgeting purposes. The student numbers are tracked on a daily basis until at least the 10th day of school in order to determine the accuracy of the projections.

In addition, the district attends County and Town Technical Review Planning meetings as well as meets with potential developers who are sent to the district to discuss the possible impact to the school district. The district develops a projected student growth report reflecting the number of students per grade level per district area.

DSD 2's projection is for 600 additional students, district-wide, for each of the next 5 years.

Accurate enrollment projections are a basic tool of effective facilities planning. Inaccurate projections can lead to a surplus or lack of appropriate space. Both waste valuable public resources.

**Exhibit 5-7** shows square footage, rated capacity, current enrollment and a utilization factor. As can be seen all but three of the 22 schools are enrolled over capacity.

**EXHIBIT 5-7  
DORCHESTER SCHOOL DISTRICT 2  
ENROLLMENT CAPACITY AND UTILIZATION RATES  
2015**

SCHOOL	TOTAL SQUARE FOOTAGE*	CAPACITY	2015 CURRENT ENROLLMENT	CURRENT UTILIZATION
<b>K5/PRIMARY/ELEMENTARY SCHOOLS</b>				
Beach Hill	93,296	900	1229	137%
Eagles Nest	90,000	800	910	114%
Flower Town	86,075	950	1036	109%
FT Dorchester	105,186	900	1173	130%
Knightsville	97,279	875	1378	157%
Newington	100,177	825	818	99%
Oakbrook	84,176	785	801	102%
Spann	72,751	700	813	116%
Summerville	70,150	675	752	111%
William M Reeves	89,974	800	1106	138%
Windsor Hill Arts Infused	92,085	900	813	90%
Joseph Pye	111,288	800	818	102%
<b>Sub Total</b>	<b>1,092,437</b>	<b>9910</b>	<b>11,647</b>	<b>118%</b>
<b>MIDDLE SCHOOLS</b>				
Alston	110,490	825	931	113%
Dubose	101,902	800	1059	132%
Gregg	148,671	1,150	1096	95%
Oakbrook	100,400	800	980	123%
Rollings	62,526	475	665	140%
River Oaks	135,517	850	1030	121%
<b>Sub Total</b>	<b>659,506</b>	<b>4900</b>	<b>5761</b>	<b>118%</b>
<b>HIGH SCHOOLS</b>				
Ashley Ridge	258,568	1500	2150	143%
FT Dorchester	251,290	1900	2021	106%
Summerville	308,482	2750	2813	102%
<b>Sub Total</b>	<b>818,340</b>	<b>6150</b>	<b>6984</b>	<b>114%</b>
<b>OTHER</b>				
Givhans School for Alternative Education	30,666	100	169	169%
<b>Sub Total</b>	<b>30,666</b>	<b>100</b>	<b>169</b>	<b>169%</b>
<b>Total</b>	<b>2,600,949</b>	<b>21060</b>	<b>24561</b>	<b>117%</b>

Source: Prepared by the facilities team with data from DSD 2, 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. The current utilization number based on the **Exhibit 5-7** is 117 percent. In 2015-16, the district will be opening a total of four new schools and some new additions to other schools. These steps should significantly reduce the 117 percent utilization figure.

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

**DSD 2 is commended for monitoring district wide enrollment projections and utilization rates to ensure that they do not reach a critical level and for implementing annual recommendations to guide both long and short term facility planning.**

This is particularly important to ensure the utilization rate of each school and the effective use of portable classrooms when construction of new or additional facilities cannot be accomplished in the necessary time frame.

#### **5.4 Capital Construction Program**

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

- Establishing a policy and framework for long-range planning;
- Determining the student capacity and educational adequacy of existing facilities and evaluate alternatives to new construction;
- Developing educational specifications that describe the educational program and from which the architect can design a functional facility that matches the needs of the curriculum with the potential to enhance and reinforce the education DSD 2 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 and
- 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**

At the current rate of student population growth, capacity at the new facilities under construction will be taken up almost as soon as they open, and the district may again experience overcrowding.

DSD 2 is primarily a suburban residential, commercial, and industrial area of the greater Charleston urban area. It is experiencing moderate and steady growth and development; there are about 114 students per square mile. In the past three years the number of students attending district schools has continued to grow, increasing by 2,264 students or 10.5 percent, from 21,553 to 23,817 students in the past five years.

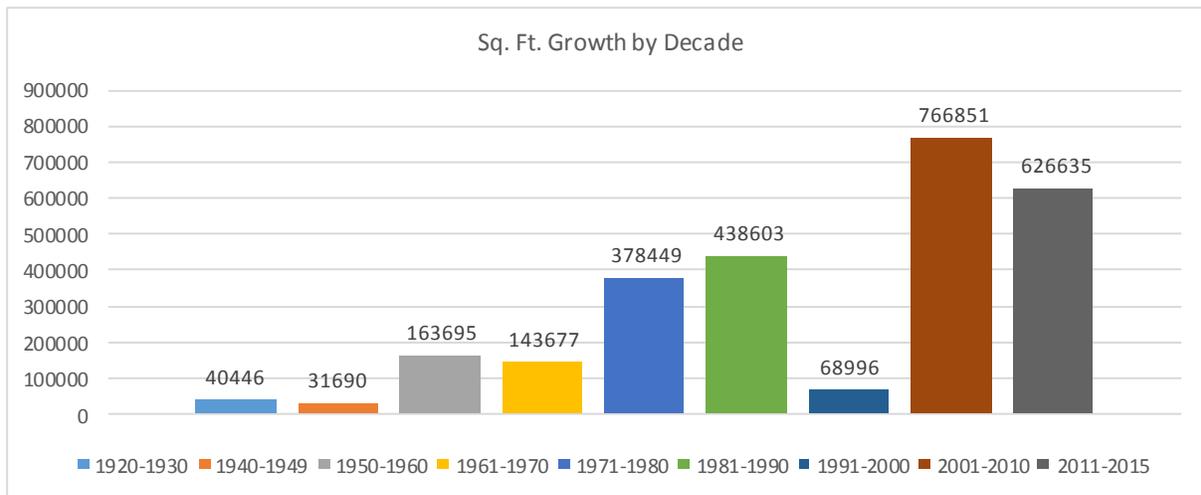
The district is now projecting an annual increase of around 600 additional students/year. With this level of student population growth, additional facilities will be needed. Even with

the new schools coming on line in 2016, the current growth will consume these facilities and create a need for new facilities if it continues.

**Exhibit 5-8** shows the square footage growth by decade. As shown, the most substantial increase in square footage has occurred for the period 2001 – 2010.

**EXHIBIT 5-8  
DORCHESTER SCHOOL DISTRICT 2  
SQUARE FOOTAGE GROWTH BY DECADE**

Sq. Ft.	1920-1930	1940-1949	1950-1960	1961-1970	1971-1980	1981-1990	1991-2000	2001-2010	2011-2015
DSD 2	40446	10240	39550	96962	5200	6996	4760	16118	111288
		21450	12200	25736	20800	5000	9890	10647	112113
			82615	11553	95748	15563	3750	13312	113112
			29330	7626	50239	1264	4760	39954	241242
				1800	110714	13600	24660	5817	6142
					95748	16875	2448	105186	42738
						5361	15563	89974	
						101902	3165	90207	
						72348		135310	
						100400		235000	
						80438		25326	
						11239			
						7617			
	<b>40446</b>	<b>31690</b>	<b>163695</b>	<b>143677</b>	<b>378449</b>	<b>438603</b>	<b>68996</b>	<b>766851</b>	<b>626635</b>



Source: 2009 Barnwell Funds Survey and Dorchester 2, 2009.

**Exhibit 5-9** shows 2013-15 projects and their estimated costs. The 2015 – 20, Five-Year Facility Master Plan is unavailable since the district plan is being updated.

DSD 2 has a Two-Year Capital Improvements Program of approximately \$10,871,000. The projects range from new construction, HVAC renovations, and re-roofing to toilet repairs. DSD 2's Capital Improvements Program Bid Award budget is \$90,760,339.

**EXHIBIT 5-9  
DORCHESTER SCHOOL DISTRICT 2  
CAPITAL IMPROVEMENTS PROGRAM  
2013-2015**

Note: Arrows indicate costs for the project are included in the number pointed to by the arrow.

Project Name	GSF	Estimate	Bid Award	Final Contract Amt.	Professional Design Fees	Inspection Cost	Change Order #1	Change Order #2	Change Order #3	Change Order #4	Change Order #5	Change Order #6	Change Order #7
Sires ES (ES #1)	112113	16875000	16355936		929792	150000	0	170500	1012000	25356			
								(1)	(1)	(1)			
Alston-Bailey ES (ES #3)	113112	17250000	16531192		962665	150000	0	701773	0	28552	293552	163799	34419
								(1)		(1)	(3)	(1)	(1)
Sands Hill ES (ES #2)													
Phase I	Early Site Pack	750000	695000	1057319	↪	↪	362319						
							(3)						
Phase II	241242	39802280	41481841		2099510	350000							
New MS of the Arts	↪	↪	↪		↪	↪							
Summerville ES													
Phase I	Parking Lot	250000	199830	23723	94649	35000	2591	34817					
							(4)	(1) (3) (4)					
Phase II	6142	1792985	1610295		↪	↪	143648	36325					
							(1)	(1) (3) (4)					
Ashley Ridge HS	42734	9207250	761504		578392	70000							
Toilet Renovation													
Phase I		1013063	57814	621508	163026	5200	1404	7707	32583				
							(1)	(2) (4)	(2) (4)				
Phase II		527666	373000	391178	↪	↪	18178						
							(2) (4)						
HVAC Renovation													
Dubose MS		84000	125857	251143	20341	0	125286						
							(1)						
Gregg MS		98000	148131	148131	↪	↪							
Oakbrook MS		88000	121720	121720	↪	↪							
DMS Cafeteria		0		↪	↪	↪	↪						
Re-Roofing													
Givhans AP		348156	340842	339911	223182	0	<931>						
							(2)						
SHS/ROTC		↪		↪	↪	↪							
Beech Hills ES		494446	494023	486661	↪	↪	<7362>						
							(2)						
Gregg MS		358170	292900	240400	↪	↪	<52500>						
							(2)						
Spann ES		263210	210400	203725	↪	↪	<6675>						
							(2)						
Windsor Hill ES		451110	259000	257076	↪	↪	<1925>						
							(2)						
Alston MS		763780	839453		↪	↪							
Fort Dorchester HS		1434551	1111861		↪	↪							
Summerville HS		1838089	1297740		↪	↪							

Source: DSD 2 2013-1/31/15 Capital Improvements Program.

**TIER 1 RECOMMENDATION**

**Recommendation 5-3:**

**Complete the development of an updated master plan by January 2016.**

DSD 2 is primarily a suburban residential, commercial, and industrial area of the greater Charleston urban area. It is experiencing moderate and steady growth and development; there are about 114 students per square mile. In the past three years the number of students attending district schools has continued to grow, increasing by 2,264 students or 10.5 percent, from 21,553 to 23,817 students in the past five years.

The district is now projecting an annual increase of around 600 additional students/year. With this level of student population growth, additional facilities will be needed. Even with the new schools coming on line in 2016, the current growth will consume these facilities and create a need for new facilities if it continues. The master plan will consider carefully projected growth rates for population in the district and school requirements.

A well-developed Five-Year Facility Master Plan is the centerpiece for making decisions and saving school districts money. The five-year plan integrates the major objectives, provides design concepts, and direction. The plan sets a timeline for implementation and encompasses the entire DSD 2 portfolio of schools and owned space that sets facility goals based on DSD 2's strategic objectives. The Five-Year Facility Master Plan helps the school board, superintendent and district staff do a better job of planning and execution. This ensures that all employees are working toward the same goals and objectives.

### **IMPLEMENTATION PLAN**

- |  |
|--|
| 1. The chief financial officer should direct the facilities director to update the plan by January 2016.           |
| 2. The chief financial officer should provide the superintendent with an updated 2016 – 2020 plan by January 2016. |

### **FISCAL IMPACT**

This recommendation can be accomplished at no additional cost to the district.

### **5.5 Maintenance**

The facilities department is responsible for daily maintenance of the district's K-12 schools, three sports complexes, adult education facilities, the district office and the operations center. This includes all aspects of the physical operations of the buildings and grounds, including daily, weekly, monthly and yearly inspections, preventive maintenance, state and federal code compliance and regulations. In addition to maintenance, the department manages additions, renovations and alterations throughout the district.

### **FINDING**

The DSD 2 maintenance costs are \$.68 per square foot more than the national median.

American School and University Magazine conducts an annual survey of maintenance costs for school districts. According to its 2009 38<sup>th</sup> annual survey, the median costs for maintenance functions, including utilities but excluding custodial functions, is \$2.83 per square foot.

DSD 2's annual maintenance budget for the 2014-15 year is \$5,872,083. DSD 2 maintains 2,910,378 gross square feet of conditioned space and over 900 acres of grounds, sports fields, stadiums and other site infrastructure which equate to \$3.51 per square foot for maintenance costs including utilities.

**Exhibit 5-10** shows the maintenance budget major categories and amounts for the 2015 school year.

**EXHIBIT 5-10  
DSD 2 FACILITIES DEPARTMENT BUDGET FOR  
2015 SCHOOL YEAR**

ITEM	BUDGET
SALARIES	\$2,256,721
BENEFITS	\$940,262
PURCHASED SERVICES	\$1,680,000
SUPPLIES	\$720,000
CAPITAL OUTLAY	\$275,000
OTHER	\$100
<b>TOTAL</b>	<b>\$5,872,083</b>

Source: Prepared by the facilities team with data from DSD 2 facilities department, 2015.

The maintenance department had received 13,273 work order requests as of December 31, 2014. The department completed all but 17 work orders or .001 percent of those received. At the time of the team's visit there were no preventive maintenance work orders outstanding for 2014.

**TIER 1 RECOMMENDATION**

**Recommendation 5-4:**

**Analyze expenditures for facilities' maintenance costs to identify potential savings.**

The data to facilitate the implementation of this recommendation is available through School Dude and district financial data. School Dude is used to track maintenance work order status. Facilities support staff inputs the work order information and tracks the status. This is an efficient means of seeing that all the work is completed in a timely fashion.

District financial figures can provide other important cost data to permit a detailed analysis. The overall goal should be to maintain these costs as close to or below the nationally computed and reported figures for districts of comparable size and enrollments.

DSD 2 has higher than average aged and past expected life cycle systems (HVAC, plumbing, electrical, roofing, etc.). These systems that are past the normal life cycle greatly contribute to the slightly higher than average square foot cost of maintenance.

**IMPLEMENTATION PLAN**

- |  |
|--|
| 1. The superintendent should direct the chief financial officer to coordinate the cost study.  |
| 2. The chief financial officer should direct the facility director to develop the cost of study.                                     |
| 3. The chief financial officer should provide the superintendent with the results of the study and related cost containment actions. |

## FISCAL IMPACT

This recommendation can be accomplished at no additional cost to the district. Depending on the result of the study substantial savings could result. An assumption of savings equal to only 10 cents per square foot is realized the first year. The total savings for schools (S/F as reported in Exhibit 5-6) could be \$257,028. The recommended action could equate to a five-year savings of \$1,285,140.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Analyze expenditures for facilities maintenance costs	\$257,028	\$257,028	\$257,028.	\$257,028.	\$257,028.

## FINDING

The facilities department uses work order management software to create time and cost savings through streamlining the process of scheduling reactive and preventive maintenance and responding to critical system alarms.

Maintenance and operations is essential to ensuring a high level of facility quality that supports student health and learning. DSD 2 is challenged to work within the budget which adds to the importance of improving operational efficiency. DSD 2's facility department is faced with the responsibility of maintaining more facility space and equipment with the same or smaller staff.

Maintenance and work order management software can offset this lack of resources by creating time and cost savings through streamlining the process of scheduling reactive and preventive maintenance, tracking inventory usage, responding to critical system alarms, and planning future capital needs.

Maintenance management software stores all of maintenance and operations data in a centralized database, enabling the DSD 2 facilities department to more effectively plan and manage the cost of reactive, deferred and preventive maintenance, employee labor, inventory orders and future capital needs according to its most up-to-date budget. Work order/maintenance management software provides an estimated cost comparison for actual expenditures and offers a better understanding of department needs and demands, helping to more accurately predict future costs and budget needs.

Preventive maintenance helps preserve capital budgets by extending the life of facility systems and equipment and reducing maintenance costs. Preventive maintenance allows technicians to identify problems before they become emergencies, reducing costly and disruptive breakdowns.

## COMMENDATION 5-B:

**DSD 2 is commended for utilizing a work order management software system to manage its work orders and support effective preventive maintenance.**

## FINDING

DSD 2 maintains a successful recycling program at all schools.

The district recycles mainly paper products, including cardboard, and both students and staff are involved in the process. There are cardboard recycling containers at all schools and departments, as the district has been recycling cardboard for ten years.

Some schools have partnered with Dorchester County to create a recycling program in which they engage the students to create a learning experience. At other sites, Dorchester County has provided recycle bins for recycling paper products. One of the high schools recycles food waste from the cafeteria to create compost which is later utilized for the garden in the horticulture program.

Just recently the district has decided to install compactors in lieu of the regular open top containers at three schools. The district will conduct a pilot project of these compactors for at least a year and then evaluate cost savings from a decrease in hauls and landfill fees. In addition, the district is discussing the prospect of pursuing single stream recycling to create a greater impact since it will allow recycling of more products such as plastic and glass.

#### **COMMENDATION 5-C:**

**DSD 2 maintains a successful and creative recycling program at all schools and is exploring additional recycling options that may result in additional savings.**

#### **5.6 Custodial Services**

The chief financial officer has responsibility for custodial services. The supervisor of custodial services reports to the chief financial officer and manages the custodial supervisors.

#### **FINDING**

DSD 2 custodial function is overstaffed based on best practices as described by the National Center for Education Statistics.

In previous performance reviews, facilities consultants have seen school systems assign an average of between 12,600 gross square feet and 21,500 gross square feet per custodian as an operational formula. Using these averages, it has been determined that the best practice for custodial staffing for cleaning duties is approximately 20,000 gross square feet per custodian.

**Exhibit 5-11** compares the current DSD 2 staffing levels with this best practice standard. As the exhibit shows, DSD 2 is utilizing 16.9 more custodial staff than the best practice standard.

## EXHIBIT 5-11 CUSTODIAL ANALYSIS FOR 2015

SCHOOL	TOTAL SQUARE FOOTAGE (Including Portables)	NUMBER OF FT CUSTODIANS @7hrs/day	FT Hours/Day	NUMBER OF PT CUSTODIANS @5hrs/day	PT Hours/day	Total FT + PT Hours	Equivalent FT Custodians	SF/CUST.	CUSTODIANS/BEST PRACTICE 20,000 sq. ft./custodian	NUMBER OF CUSTODIANS OVER-UNDER BEST PRACTICE
<b>ELEMENTARY SCHOOLS</b>										
Beach Hill	103,280	5	35	2	10	45	6.4	16,066	5	1.3
Eagles Nest	97,887	5	35	1	5	40	5.7	17,130	5	0.8
Flower Town	90,683	6	42	1	5	47	6.7	13,506	5	2.2
FT Dorchester	113,634	6	42	3	15	57	8.1	13,955	6	2.5
Knightsville	121,823	6	42	2	10	52	7.4	16,399	6	1.3
Newington	101,713	5	35	2	10	45	6.4	15,822	5	1.3
Oakbrook	97,232	6	42	1	5	47	6.7	14,481	5	1.9
Spann	88,447	5	35	2	10	45	6.4	13,758	4	2.0
Summerville	80,422	5	35	1	5	40	5.7	14,074	4	1.7
William M Reeves	99,190	6	42	2	10	52	7.4	13,353	5	2.5
Windsor Hill Arts Infused	95,157	5	35	2	10	45	6.4	14,802	5	1.7
Joseph Pye	113,723	4	28	2	10	38	5.4	20,949	6	-0.3
<b>Sub Total</b>	<b>1,203,191</b>	<b>64</b>	<b>448</b>	<b>21</b>	<b>105</b>	<b>553</b>	<b>79.0</b>	<b>15,230</b>	<b>60</b>	<b>3.8</b>
<b>MIDDLE SCHOOLS</b>										
Alston	113,794	5	35	2	10	45	6.4	17,701	6	0.7
Dubose	111,118	6	42	1	5	47	6.7	16,549	6	1.2
Gregg	148,671	5	35	2	10	45	6.4	23,127	7	-1.0
Oakbrook	111,152	5	35	2	10	45	6.4	17,290	6	0.9
Rollings	72,510	4	28	3	15	43	6.1	11,804	4	2.5
River Oaks	135,310	4	28	3	15	43	6.1	22,027	7	-0.6
<b>Sub Total</b>	<b>692,555</b>	<b>29</b>	<b>203</b>	<b>13</b>	<b>65</b>	<b>268</b>	<b>38.3</b>	<b>18,089</b>	<b>35</b>	<b>3.7</b>
<b>HIGH SCHOOLS</b>										
Ashley Ridge	266,963	12	84	3	15	99	14.1	18,876	13	0.8
FT Dorchester	285,309	14	98	0	0	98	14.0	20,379	14	-0.3
Summerville	312,118	17	119	8	40	159	22.7	13,741	16	7.1
<b>Sub Total</b>	<b>864,390</b>	<b>43</b>	<b>301</b>	<b>11</b>	<b>55</b>	<b>356</b>	<b>50.9</b>	<b>16,996</b>	<b>43</b>	<b>7.6</b>
<b>OTHER FACILITIES</b>										
Givhans School for Alternative Education	30,666	2	14		0	14	2.0	15,333	2	0.5
District Office	13,459	1	7	1	5	12	1.7	7,851	1	1.0
Finance Office	4,075		0		0	0	0.0	-	0	-0.2
Curriculum Office			0		0	0	0.0	-	0	0.0
Warehouse/Storage Center	6,438		0		0	0	0.0	-	0	-0.3
Technology Department	1,728		0		0	0	0.0	-	0	-0.1
C.L.C. to Include Technology, Transportation, Special Services	42,026	2	14	1	5	19	2.7	15,483	2	0.6
Fine Arts/Gifted and Talented (Cleaned by Rollings Middle School custodial staff)	3,700		0		0	0	0.0	-	0	-0.2
Professional Development and Family Literacy Centers (Cleaned by the Spann custodial staff)	2,600		0		0	0	0.0	-	0	-0.1
Math Hub (Cleaned by the Spann custodial staff)	2,400		0		0	0	0.0	-	0	-0.1
S.H.S. Stadium (Cleaned by the Spann custodial staff)			0		0	0	0.0	-	0	0.0
Science Hub	2,400		0							
Operations Center- McQueen Blvd.			0	1	5	5	0.7	-	0	0.7
<b>Sub. Total</b>	<b>109,492</b>	<b>5</b>	<b>35</b>	<b>3</b>	<b>15</b>	<b>50</b>	<b>7.1</b>	<b>15,329</b>	<b>5</b>	<b>1.8</b>
<b>Total</b>	<b>2,869,628</b>	<b>141</b>	<b>987</b>	<b>48</b>	<b>240</b>	<b>1227</b>	<b>175</b>	<b>16,371</b>	<b>143</b>	<b>16.9</b>

Source: Prepared by the facilities team with data from DSD 2 custodial department, 2015.

As can be seen in **Exhibit 5-11**, the custodial function appears to be overstaffed. For achieving best practices as described by the National Center for Education Statistics, U.S. Department of Education, DSD 2 could reduce the number of custodial positions by 16.9 custodians.

A review of schools' cleanliness shows that facilities are clean and attractive. Since DSD 2 is operating custodial services above best practice levels for staffing, the district should review its cleaning practices to determine whether additional savings could be obtained without sacrificing cleanliness.

DSD 2 uses HILLYARD Cleaning Cost Analysis Program (CCAP) that provides the information the district uses as guidance to make cleaning practices decisions. The CCAP program provides DSD 2 with the following information:

- How many people should it take to clean our facility?
- How can we increase productivity?
- How much product should we be using?
- How can we improve quality?
- How can we train and retain our employees?
- How are we doing versus plan?
- How can we lower our total cost to clean?

## **TIER 1 RECOMMENDATION**

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

**Review cleaning practices to determine if staff reduction savings can be found using the National Center for Education Statistics recommendation without sacrificing current levels of cleanliness.**

When using the National Center for Education Statistics, U.S. Department of Education as a guide for computing optimum custodial levels the recommendation varied from the CCAP recommendation. However, DSD 2 uses the CCAP information only as guidance, and has its own computation approach using industry standards, calculations, and correcting for the variables for building usage. In addition, the district not only is intent on maintaining a level 3 standard of cleaning, but also working to achieve a higher cleaning standard in as many facilities as possible. (Note: level three cleaning standard is taken from the “Planning Guide for Maintaining School Facilities” at the National Center for Education Statistics. There are five cleaning levels, with 1 being the highest, applicable to hospitals, 3 being the norm for schools, and five being the lowest level where cleanliness and health issues will develop.)

## **IMPLEMENTATION PLAN**

1. The chief financial officer should direct the supervisor of custodial services to review the parameters used to determine custodial level staffing and analyze custodial practices to determine whether additional savings can be obtained.
2. The supervisor of custodial services should review the parameters used to determine custodial level staffing, analyze custodial practices, and report back to the chief financial officer.
3. The chief financial officer should review the analysis and take appropriate actions.

## **FISCAL IMPACT**

There is a prospect of being able to save all or some portion of the labor cost associated with elimination of 17.4 custodian positions. Based on the starting salary of \$10.82/hour x 7 hours/day, 17.4 additional custodians is costing the district \$1,264.85/day. Assuming a custodian works 5 days/week that is \$6,912/week. If 40.5 weeks are worked, that could yield \$279,936/year.

Summerville High School and Fort Dorchester High School each utilize three former special need students to manage the waste from students by picking up trash and wiping tables during all lunches. This practice is encouraged by the district to be an equal opportunity employer. This amounts to 24 hours per day @ a rate of \$11.48 per hour x 185 days per year for an annual cost of \$50,145.00 per year. This is an expense that may be absorbed by food service as they are performing food service duties.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Review cleaning practices to determine if staff reduction savings (17.4 custodians) can be found using the National Center for Education Statistics but without sacrificing current levels of cleanliness	\$330,081	\$330,081	\$330,081	\$330,081	\$330,081

**FINDING**

The cleaning supply cost per square foot exceeds the National Center for Education Statistics average cost of \$0.17/SF.

**Exhibit 5-12** presents an analysis of cleaning supply cost per square foot at DSD 2 and shows that costs exceed the national average by \$0.06/SF. The district does not budget a specific cost figure for each school, but budgets for supplies and materials as needed.

**EXHIBIT 5-12  
DSD 2 CUSTODIAL CLEANING SUPPLIES COST COMPARISON  
2015**

DSD 2 SQUARE FOOTAGE (INCLUDES PORTABLES)	DSD 2 ANNUAL CLEANING SUPPLY COSTS @Hillyard CCAP Level 3	DSD 2 ANNUAL CLEANING SUPPLY COSTS @Hillyard CCAP Level 3	National Center for Education Statistics National Average Cleaning Cost	DSD 2 ANNUAL CLEANING SUPPLY COSTS @National Center for Education Statistics National Average Cleaning Cost
Total Sq. Ft.	Total Cost	Cost Sq. Ft.	Cost Sq. Ft.	Total Cost
2,858,528	\$ 650,000	\$ 0.23	\$ 0.17	\$ 485,950

Source: Prepared by the facilities team with data from DSD 2 custodial department, 2015.

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.

DSD 2 is currently researching different on-line custodial inventory systems to maintain better control of inventory, In addition, the cleaning and supply RFP is going out for bid for the 2015-2016 school year. The district has explained that the bid committee will be reviewing all submittals to ensure that DSD 2 makes a selection to ensure the best pricing and service.

## TIER 1 RECOMMENDATION

### Recommendation 5-6:

**Establish a cleaning supply budget for each facility using the National Center for Education Statistics average cost of \$0.17/SF.**

By adhering to a cleaning supply budget, costs could be contained and consistent among the individual facilities. In addition, the custodial supervisor can validate when additional supplies are warranted by unique or different circumstances.

### IMPLEMENTATION PLAN

1. The chief financial officer should direct the supervisor of custodial services to develop an annual budget for each facility based on the National Center for Education Statistics average cost of \$0.17/SF.
2. The supervisor of custodial services should develop an annual budget for each facility that is closer to the National Center for Education Statistics' average cost of \$0.17/SF.
3. The chief financial officer should review and approve the budget.

### FISCAL IMPACT

DSD 2 annual cleaning costs are \$650,000 to clean 2,858,529 square feet resulting in a cost of \$0.23/SF. Using the National Center for Education Statistics average cost of \$0.17/SF the annual cleaning costs could be \$485,950 resulting in a cost reduction of \$164,050.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Establish a cleaning supply budget for each facility using the National Center for Education Statistics average cost of \$0.17/SF.	\$164,050	\$164,050	\$164,050	\$164,050	\$164,050

## 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 DSD 2 is overseen by the energy manager who reports to the facilities director.

The schools have a wide range of HVAC equipment and lighting technology and every school has a Siemens Apogee 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 to ensure set points and set back times are in accordance with the district's energy management plan including HVAC equipment run time, equipment time-of-day on/off scheduling, temperature set points and alarms.

The Siemens Apogee building automation system (BAS) is a good choice for the district to control and centrally monitor their schools. The range of control and information available allows DSD 2 to manage energy consumption and comfort 24/7. DSD 2 has the in-house expertise required to take advantage of the capability of the BAS.

The facilities district maintenance team consists of 57 employees including five (5) HVAC mechanics, three (3) electricians and one (1) energy manager. These personnel are responsible for maintaining the HVAC equipment and implementing energy conservation measures (ECM's)

CMI, Control Management Incorporated, installed the Siemens Apogee building automation system (BAS) and serves as the main point of technical support for the BAS when problems exceed the maintenance team's BMS system experience. CMI is under annual contract to support the BAS.

DSD 2 has a total of twenty two (22) schools which include 12 Elementary Schools, six Middle Schools, three High Schools and the Givhans Alternative Program Facility. The schools range in age from the Rollings School of the Arts - 1924 to Ashley Ridge High School - 2008.

DSD 2 also has a total of twelve (12) support facilities. These include the Adult Ed/Special Services/Food/Services/IT/Facility, District Office Complex, the, Curriculum Office, Finance Office, Distribution Center, Pupil Transportation Center, Fine Arts/Gifted and Talented, Professional Development and Family Literacy Centers, Math HUB, Maintenance (Stadium Circle) and Maintenance (Highway 78) facilities.

## **FINDING**

Eighteen of the district's buildings have been designated as Energy Star Certified.

The nation's 17,450 K-12 school districts spend more than \$6 billion annually on energy - more than is spent on computers and textbooks combined. As much as 30 percent of a district's total energy is used inefficiently or unnecessarily.

The Energy Star certification means buildings that house offices, stores, hotels or schools perform better than 75 percent of U.S. buildings. On average, they use 35 percent less energy and are responsible for 35 percent fewer emissions.

ENERGY STAR certified schools and buildings meet strict energy performance standards set by Environmental Protection Agency. They use less energy, are less expensive to operate, and cause fewer greenhouse gas emissions than comparable buildings.

By being more energy efficient, schools can help prevent greenhouse gas emissions and improve the students' learning environment. DSD 2 can use the savings from the improved energy performance to help pay for building improvements and other upgrades that enhance the learning environment.

**COMMENDATION 5-D:**

**The district has the policies, procedures, and trained personnel in place to implement energy conservation measures including Energy Star certified equipment in 86 percent of the district's buildings.**

## 6.0 TRANSPORTATION

This chapter presents the major findings, commendations and recommendations for the Dorchester School District 2 (DSD 2) transportation function.

The five major sections of this chapter are:

- 6.1 Introduction, Methodology, and Peer District Comparisons
- 6.2 Organization and Staffing
- 6.3 Program Management and Operations
- 6.4 Routing and Scheduling
- 6.5 Aging State Bus Fleet

### INTRODUCTION

The transportation of students to and from instructional programs is among the most important functions and responsibilities of any school district. DSD 2 operates 126 state owned buses plus ten district owned buses. In addition, two buses are owned by the contractor, Durham School Services. The district transports 18,430 students each school day for approximately 3,317,775 student trips a year. This service delivers 685 routes each school day covering 12,988 route miles (2,337,840 miles annually).

The district transportation program manages an estimated 5,323 loading and unloading stops per school day (958,140 stops per year) with very limited injury to the student passengers. The above information was derived from information provided by DSD 2. Not only in DSD 2, but also across the country, school transportation is by far the safest form of passenger transportation.

It is very important for school districts and the state to take actions to encourage and make it possible for students to ride the school bus to and from school. Students are 50 times more likely to safely arrive at school if they take a school bus than if they drive themselves, and 20 times more likely to arrive at school safe than riding with their parents.

School transportation is also an energy saver; a 20 mile round-trip school commute saves approximately \$420 annually for each student who rides the bus compared to being transported in a car. School buses are extremely safe and energy efficient. The use of buses contributes to reducing traffic congestion during certain periods of the day. The above safety information was provided by the American School Bus Council.

School transportation is faced with growing public expectations, the safe must get safer and the efficient must make continuing efforts to eliminate waste. School transportation continues to investigate innovations and new technology to improve operations. Parents and taxpayers in DSD 2 expect this.

While the district's cost for school transportation continues to increase, the state reimbursement of these costs has declined over the past 18 years. This decline of state financial support began in 1987 and today requires DSD 2 to fund over \$4 million of the expense from local tax sources. This decline in state funding has occurred even though state law identifies the expense of transporting students to required instructional courses as a state financial responsibility. **Exhibit 6-1** shows the DSD 2 financial situation for the previous school year, 2013-14.

**EXHIBIT 6-1  
TRANSPORTATION REIMBURSEMENT AND EXPENDITURES  
2013 – 2014**

<b>DSD 2</b>	<b>STATE REIMBURSEMENT FOR SCHOOL TRANSPORTATION SERVICES</b>	<b>TOTAL DISTRICT EXPENDITURES FOR SCHOOL TRANSPORTATION</b>
FY 2013-2014	998,567	5,045,971

Parents in DSD 2 have grown to expect service from as close to their driveway to the school and back as possible, and on-time. The district must accomplish this while the transportation staff struggles with aging vehicles, management of the system, driver staffing, and school bell times and scheduling conflicts. Many of DSD 2 route buses start at 5:15 AM and typically end around 5:30 PM. These times make for long school days for many students and the transportation staff.

School transportation has two key goals, to transport children safely and to ensure their on-time arrival. DSD 2 has experienced management, staffing and fleet problems that resulted in the on-time goal not being realized. In the beginning of this school year, the district has made efforts to correct this problem; their efforts have greatly expanded in the past three months.

**CHAPTER SUMMARY**

The DSD 2 school transportation program has been operated by Durham School Services for the past three and one-half years. Until December 1, 2014, the district's direct supervision of the contractor's delivery of services was limited to the efforts of the district staff that were responsible for the finance, procurement, risk management, and special services.

In 2011, the DSD 2 school board decided to request private sector bids for the district's school transportation services. This decision was made as a result of many factors including the anticipated retirement of both the district's transportation director and assistant director in June, 2011, and the district's belief that privatization would be a cost saving choice.

The district, like most other districts at the time, was under a severe budget crunch and needed to save funds in every way possible. The private contractors submitting bids knew that the district's emphasis was on saving money. The district awarded the contract to the lowest bidder, Durham School Services. It made sense at the time that the lowest bidder would be Durham as they were the contractor providing school transportation service in the neighboring school districts, Charleston County School District and Beaufort County School District. These are the only other districts in South Carolina with contracted school transportation services.

The contract awarded did save the district dollars. The savings were possible, among other things, because of a reduction in overtime for bus drivers and the elimination of all in-house district school transportation staffing. As the economy recovered and the area labor market offered higher paying jobs, Durham found it more and more difficult to attract drivers at the salaries offered. The contract allowed for an annual automatic increase based on the CPI, with a maximum of two percent increase.

Durham began having difficulty maintaining an adequate driver pool in late 2013, which caused the district to demand that Durham comply with the negotiated contract that specifies providing adequate drivers and aides for each route. Failure to comply resulted in the district initiating a 10 percent hold on monthly payments in January 2014. In the spring of 2014, the district paid the withheld funds to Durham. However, evidence of the driver shortage continued and peaked at the start of the 2014-2015 school year (August 2014).

The start of the school year is typically a difficult time to verify the availability of bus drivers. Most of the driver pool has not been employed during the summer school vacation period and until the first pay day occurs it is difficult to know which drivers from last school year and those recruited and trained during the summer months will show for work.

The district reported to the review team that they believe Durham was short at least 30 bus drivers for the 137 route buses to be operated at the start of school. This shortage caused buses not to be operated and those that were operated were overcrowded. Additionally, buses that were operated often served routes that the driver was unfamiliar with, further slowing and impacting the efficiency of service delivery. The contract requires Durham to have a pool of 151 drivers and 25 aides available to operate the 137 buses in service each school day.

The overall result was bus routes were operated late with students arriving late to class and returning home later in the afternoon; additionally, buses were overcrowded creating behavior management issues for drivers. The shortages created complaints by parents and students, generating more stress and unrest on the part of the drivers. The news media began reporting a possible bus driver strike. Because the district uses a private contractor, bus drivers and aides can and have voted to belong to a union. This allows the drivers to bargain with their employer and to take work actions if their reasonable demands are not met.

To offer assistance to Durham, and to ensure a bus driver for each of the 137 route buses, the district agreed to a contract increase that would set the minimum driver's salary at \$12.00 per hour. This increase was not a result of any labor action by the drivers, but rather the district understood the lack of available drivers and offered help. This provided some help but according to district staff interviews, service continued to be unacceptable through the fall of 2014. The district realized it needed to have in-house staff dedicated to overseeing and managing the school transportation contract. In response, the district recruited and selected a transportation liaison to complete a detailed review of the problem and to recommend necessary changes.

The transportation liaison assumed these responsibilities at the beginning of December, 2014, and on December 7, 2014, a non-compliance letter was sent to Durham. This letter listed a number of requirements in the contract that were not being met. Durham responded in disagreement. The district responded on December 16, 2014, by retroactively withholding 10 percent of the monthly contract payment to Durham until the requirements of the contract were met.

Key among these requirements were adequate school bus drivers; 151 regular and substitute drivers, and 25 aides as required in the contract. During this communication with Durham it was determined that Durham had never signed the contract. Durham submitted a request to the district asking for a 19 percent cost increase to be included in a new contract. The district rejected the request. During February 2015, the district continued to push Durham for compliance. The district also recognized that additional district staff was necessary to ensure

that the district could adequately manage the contract and the district's school transportation responsibilities.

At the time of this review the district was soliciting applicants to fill two new district school transportation positions, a routing specialist, and a driver trainer/DMV third-party tester. The district also drafted a new request for proposals (RFP) for contracted school transportation services, advertised February 26, 2015. The RFP requests proposals for a new three-year contract to start July 1, 2015.

Based on the history and actions delineated above, the district has not been providing effective and efficient student transportation services. This is due to the failures of Durham to adhere to the contract and the failure of the district to closely monitor the contractor. The district made a mistake in not establishing a district professional contract management staff to monitor the daily activities of Durham and ensure contract compliance. The district now recognizes its error and has started the process of putting together a quality staff. The DSD 2 continues to withhold 10 percent of the contractor's monthly payment.

It appears that the district and Durham are generally in compliance with South Carolina Department of Education SCDOE policies and procedures, but staff interviews indicate that closer monitoring may identify failures. The contract provisions have controlled costs, perhaps at the loss of required services.

The district reports that the state buses have some maintenance issues; however, state buses are maintained by the SCDOE Summerville School Bus Maintenance Shop. The district reports that Durham is doing an acceptable job of maintaining the ten district buses. Under contract, Durham is responsible for maintaining the district-owned school buses and the buses provided by Durham.

In summary, Durham has failed in the on-time delivery of students to and from their schools and school-related destinations. Only in the past month does the district believe that Durham has a driver for every bus route and an aide for each bus route requiring an aide.

Notable commendations of the transportation office include:

- DSD 2 is working to maintain an appropriately sized fleet of buses for activity service. (Page 6-17)
- The district should be commended for acting to provide adequate facilities and parking space for transportation vehicles. (Page 6-20)

Each of the recommendations in this report is labeled according to the potential impact it can have on the district. The recommendations receive a Tier 1, 2, or 3 designation. Below is a guideline for the three tier designations.

**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 DSD 2 school transportation recommendations are summarized below:

- Create a fully staffed office of transportation that has the capacity to determine the school transportation needs of the district and ensure that these needs are being addressed. Tier 1 (Page 6-13)
- Reevaluate the use of contract services to deliver school transportation services. Tier 1 (Page 6-16)
- Establish a policy that requires activity buses to be available to other schools when not in use by the base school and sell any excess buses. Tier 2 (Page 6-17)
- Acquire vehicle maintenance management software. Tier 1 (Page 6-19)
- Purchase all fuel for school buses from the state provider. Tier 1 (Page 6-20)
- Develop and adopt a revised hazardous transportation service policy and procedures for the student walking zones. Tier 1 (Page 6-22)
- Prepare a board-approved recommendation to SCDOE for the replacement of aged school buses. Tier 1 (Page 6-24)

### **Survey Results related to Transportation**

Tidwell and Associates, Inc. conducted a survey of all district office administrators, principals, and assistant principals, and teachers in DSD 2. 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 **Appendix 1**.

As seen in **Exhibit 6-2**, overall:

- Results suggest that transportation is an area for improvement, with eight out of the 11 items having an average score less than 3.
- Respondents especially disagreed that there are enough working buses to meet the needs of the district (M=1.81).
- Teachers (M=1.94) more strongly felt that discipline on buses is a problem in comparison with district (M=2.88) administrators.

### **EXHIBIT 6-2 TRANSPORTATION SURVEY RESULTS DORCHESTER SCHOOL DISTRICT 2**

<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	2.47	2.49	2.12	2.60
There are enough working buses to meet the needs of the district	1.81	1.84	1.54	1.86
Student ride times on school buses are too long <sup>a</sup>	2.41	2.38	2.69	2.45
The drop off zones at the schools are safe	4.04	4.03	4.16	4.04

VARIABLE	TOTAL	TEACHER	SCHOOL ADMINISTRATOR	DISTRICT ADMINISTRATOR
The district has a user-friendly process to request buses for special events	3.51	3.49	3.61	3.75
Adding or modifying a route for a student is easy to accomplish	2.92	2.97	2.69	2.88
Buses arrive early enough for students to eat a school breakfast	3.21	3.18	3.42	3.87
Bus drivers are well trained	2.92	2.97	2.43	3.38
Discipline on buses is a problem <sup>a</sup>	2.00	1.94	2.18	2.88
Buses seldom break down	2.23	2.25	2.11	2.11
The district has alternate bus drivers on call when drivers are unavailable due to health or emergency concerns	2.79	2.84	2.46	3.05

Source: Tidwell and Associates, Inc. 2015.

Note: 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

Transportation was a major area of concern for teachers. As one teacher’s response in the survey noted, “I think that the current bus situation is our biggest problem to date.” Teachers commented on the timeliness of buses and the number of buses as a problem. For example, one teacher stated, “Bus routes are a problem and there are not enough buses. Students have to sit in the hallway with teachers after a long day waiting for the second route.” Another commented, “The buses are a huge issue. Students are consistently late to school because specific buses sometimes do not arrive until 10-15 minutes after the bell. I also wait every day until 20-30 minutes after the bell with a student. Her bus is always about 30-40 minutes late after school. The administration calls that student to wait in the main lobby so teachers can leave. Usually after I pack up and leave, she is still waiting for her bus.”

## FISCAL IMPACT

A summary of the fiscal impact of the recommended actions is shown in **Exhibit 6-3**. As can be seen, it is estimated that approximately \$41,000 savings is projected for Year 1 and a total of five years’ savings if recommendations are implemented could result in an estimated savings of \$279,000.

**EXHIBIT 6-3  
FISCAL IMPACT OF RECOMMENDATIONS**

<b>Recommendation</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>
Add a clerical position	(\$34,000)	(\$34,000)	(\$34,000)	(\$34,000)	(\$34,000)
Purchase maintenance software	(\$17,000)	(\$1,000)	(\$1,000)	(\$1,000)	(\$1,000)
Purchase fuel from SCDOE ultra low sulfur diesel	\$45,000	\$46,000	\$47,000	\$48,000	\$49,000
Eliminate excessive hazard services	\$47,000	\$47,000	\$47,000	\$47,000	\$47,000
<b>TOTAL SAVINGS</b>	<b>\$41,000</b>	<b>\$58,000</b>	<b>\$59,000</b>	<b>\$60,000</b>	<b>\$61,000</b>

*\*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 the bus breakdowns.*

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

DSD 2 is primarily a suburban residential, commercial and industrial area of the greater Charleston urban area. It is experiencing moderate and steady growth and development; there are about 114 students per square mile. In the past three years the number of students attending district schools has continued to grow, increasing by 2,264 students (10.5%), from 21,553 to 23,817 students in the past five years. Growth of the student population is estimated to be 600 students per year. The district operates 126 state owned school buses with no increase in the past five years, all increases have been at the expense of the district providing 12 additional buses (two owned by Durham) for a total of 138 buses. The district is in the process of purchasing an additional fleet of 15 school buses.

The district expects steady and continued growth in student population in the future. Each day the transportation office provides transportation to 18,430 students traveling to and from 22 school campuses. The transportation office also provides special transportation services for students participating in work programs, attending functions away from the campus (field trips and athletics), and shuttles between campuses. Among those served are students who, because of their varying disabilities or special needs, require special accommodations to access work sites and instructional services throughout the district.

The DSD 2 transportation policies are focused on protecting students. This is evident in the strictly enforced policy of not releasing first grade and younger students at the end of a bus ride unless there is a responsible person present.

Student transportation is provided to and from the school the student is zoned to attend. Students are required to meet their bus at an assigned bus stop which, as established by state law, may be a maximum walking distance of up to 3/10 mile from the student's residence. Students that live within 1 ½ miles of their school are also required to walk to school. The DSD 2 hazardous transportation service reduces the walking distances for students accessing their bus stop, the bus stop is moved closer to their residence, and add bus stops for students that live within the 1 ½ miles school walk zone. These hazardous transportation services are not funded by the state.

Fifty-eight percent (73 buses) of the buses provided by the SCDOE are 20 years old or older. The purchase, maintenance and insurance of school buses by the state is a valuable benefit to the district and ensures that all students in South Carolina have an equitable level of fleet

availability and safety. Because this is a direct service and expense of the state, the state covers 100 percent of the cost. As costs have increased over the years the state has appropriated the necessary operating funds. Starting in 1991, the state began delaying the replacement of school buses resulting in the aged fleet of today. The aging fleet creates an additional expense burden on the school districts.

Beginning with the requirement to have adult school bus drivers as ordered by the US Department of Labor in 1987, the state has slowly reduced the state's share of funding support for school transportation services. Prior to 1986, very little local tax dollars were needed to deliver school transportation services. 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 (see Exhibit 6-1).

DSD 2 has a large facility located near the Summerville High and Greg Middle schools that houses school transportation operations and several other district programs, including the adult learning center. School bus parking is split into two areas, one of which is located on land that has a slope that is too extreme for serving vehicles. The parking area is also overcrowded and additional parking area is needed. The review team was advised that acquiring a new site was underway and evaluated the proposed site for a new school bus parking lot.

The primary methodologies used to review transportation include:

- Interviews of key district personnel including the superintendent, assistant superintendent, transportation liaison, director of personnel, director of risk management, director of finance, chief financial officer, director of food services, director of special services and director of facilities, representatives of Durham School Services, and SCDOE shop and administrative staff;
- Analysis of documents including SCDOE and district vehicle information, route plans and schedules, documents associated with the transportation contract, activity bus use information, operating data provided by Durham, budgets information, personnel listings and salary information, and peer district comparisons;
- Visiting the bus load/unloading areas of eight schools, the school transportation operations facility and bus parking areas, and the location of the proposed bus parking areas;
- Review of survey results; and
- Interviewing community members at the open forum.

**Exhibit 6-4** peer district transportation data was collected in support of general discussions in this chapter. The data presented from Richland 2, a district with a fleet size of 114 buses, is a comparable district. Special attention is focused on the value of hazardous transportation services provided by the DSD 2. The DSD 2 is also well below Richland 2 and Lexington 1 in driver training hours. Special note should be made of the high level of hazardous transportation services provided by the DSD2 compared to other peer districts. A recommendation in this report encourages the reduction in the expenditures for hazardous transportation.

**EXHIBIT 6-4  
TRANSPORTATION SERVICES  
PEER DISTRICT COMPARISONS**

<b>DISTRICT</b>	<b>STUDENTS TRANSPORTED PER DAY</b>	<b>NUMBER OF BUSES OPERATED</b>	<b>HOURS OF DRIVER TRAINING PROVIDED WITH PAY</b>	<b>HOW MANY ACTIVITY/ SCHOOL BUSES IN DISTRICT FLEET</b>	<b>THE VALUE OF HAZARDOUS TRANSPORTATION SERVICE</b>
Dorchester 2	18,430	138	10	19	\$186,711
Beaufort		106			\$134,428
Lexington 1	20,714	166	20	30	\$109,638
Richland 2	18,231	114	48	23	\$119,988
Oconee					

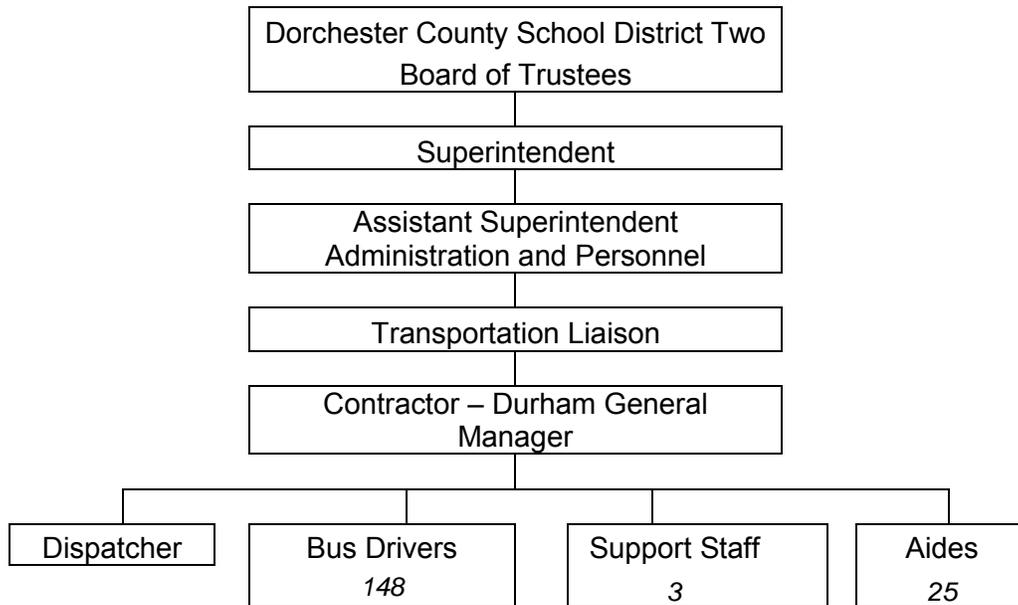
*Source: EOC Peer Data Collection, February 2015  
SCDOE is the source for Beaufort data, February 2015*

**6.2 ORGANIZATION AND STAFFING**

It should be 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 should support the educational goals of the district.

**Exhibit 6-5** shows how the DSD 2 transportation office is currently structured to accomplish daily operations and services. As shown, the transportation liaison reports to the director of finance. Within the transportation program the transportation liaison monitors the school transportation contract with Durham. Durham's internal structure, by contract, is to include a general manager, operations supervisor, safety trainers, administrative support, dispatcher/router, bus drivers (regular and substitutes), and aides (regular and substitutes).

**EXHIBIT 6-5  
TRANSPORTATION STAFF ORGANIZATION  
2014-15**



*Source: DSD 2 Transportation Department, 2015.*

The DSD 2 staffing levels are based on the contract negotiated in 2011. The concern over the past year has been the failure to have adequate drivers to operate every approved school bus route and to have adequate bus aides. The district operates 138 buses at peak time and therefore needs 138 drivers at all times. Buses that operate 22 special needs routes also require an aide. The contract requires Durham to have 148 drivers, 138 regular drivers and 10 substitute drivers. Durham has not been able to accomplish this level of a driver pool since early in the contract. The contract also requires 22 aides and three substitute aides. Best practice is that a pool of substitutes should equal at least 10 percent of the daily staffing needs. The office has a need for a continuing recruiting program.

Except for the nine bus drivers that continue to be district employees, the other drivers have voted to belong to the local Teamsters 59 union.

As shown in **Exhibit 6-6**, the district's transportation office now has one employee and it is the DSD 2 proposal to increase the office to three positions within a few months. These additional positions are needed by DSD 2 or any other district using contracted services. The contractor (Durham) has a management staff of five and has struggled to retain the bus drivers necessary to operate the daily 138 route buses.

**EXHIBIT 6-6  
TRANSPORTATION PERSONNEL HISTORY & CONTRACT  
DSD 2**

DSD 2	DISTRICT MONITORING AND SUPPORT POSITIONS	DURHAM MANAGEMENT POSITIONS	DRIVERS		AIDES	
			REGULAR	SUBSTITUTES	REGULAR	SUBSTITUTES
2011 Contract	0	5	138	10	22	3
2014 August	0	5	108	0		
2015 February	1	5	138	5	22	2
2015 Proposed	3	5	138	13	22	3

*Durham management staff included a General Manager, Operations Supervisor, Safety Trainer, Dispatch/router and an Administrative Assistant.*

*Source: Data Collection from the DSD 2, February 2015.*

**FINDING**

The DSD 2 needs a professionally staffed office of transportation to oversee and administer contract services.

As previously shown in **Exhibit 6-6**, the DSD 2 does not have an adequate, professionally staffed office of transportation to oversee and administer contract services. The single staff position, the transportation liaison/director, has responsibility for overseeing the contracted services. Prior to December 2014, there were no DSD 2 transportation office staff; this resulted in limited monitoring of contract compliance by the district.

The contractor has failed in providing adequate school transportation services to the DSD 2 as required by the contract. The following includes the many findings:

- The DSD 2 contract simply requires that the contractor retain a staff of drivers and aides to operate all approved routes. Control over the number of routes rests with the DSD 2 administration; they have the authority to approve all routes.
- Based on the approved routes, the contractor for SY 2014-15 is required to have a driver for all 138 buses operating and the 685 routes serviced by each bus.
- The 2011 contract staffing numbers shown in the exhibit are those proposed in the Durham contract for school year 2014-2015. The review team was advised that this contract was never signed by Durham.

The review team interviewed the district staff, the community, and the contract provider's top two staff positions and received the following comments:

- Contractor failed to comply with contract
- No route maps provided to schools
- No adequate management staffing available
- No staff roster provided
- No seating chart on the buses and students not assigned to seats

- No tracking of school bus breakdowns.
- Driver trainer will ride with each driver once a semester – only eight can be documented.
- No reports on service failures have been received by the district.
- No evaluation on drivers can be documented, are to be done each year.
- No documentation of emergency exit drills that include the required drivers participating.
- No documentation that lift training certification has been completed for drivers and aides operating buses with lifts.
- No customer satisfaction surveys completed.
- No customer forums conducted.
- No training of all K – 3<sup>rd</sup> grade students on use and loading/unloading of bus.
- No annual safety audit documentation.
- No First Aid and CPR training documentation.
- The required weekly sweeping of bus is rare.
- The required monthly washing of bus is rare.
- Cannot confirm the 10 year SLED check on bus drivers and aides.
- Activity Trip drivers are frequently taken from their regular route service assignment in violation of contract.
- The contractor had approved, without district approval, a bus driver using the bus to provide daycare for the driver's child while operating the bus. This practice was immediately stopped by the district risk management office.
- The district and contractor are proud of the low Worker's Compensation Insurance rate (0.028% for past year). The district staff review claims, investigate and address problems to avoid reoccurrence.
- The district monitors the safety of all school events, playground/sidewalks and campuses. Each campus has an active Safety Committee.
- Contractor is not providing adequate bus driver training. Training should include: First Aid; CPR; Boundary Invasion; Conflict Resolution; Sexual Harassment; Bus Behavior & Discipline; Defensive Driving; Road Rage; Evacuation; Wheelchair Securement and Loading; Adverse Weather Driving; and Blood Borne Pathogen.
- Drivers should have but do not have immediate access to and use sterile wipes to manage contaminated materials on buses.
- Communication between the district special services office and the contractor is not effective and timely. The district never gets an answer as needed, takes 48 to get a change in service. For students with disabilities changes are needed immediately.
- The contractor only has one staff person handling special needs routing; this is not adequate. The staff is frequently pulled to drive a bus, and the route service operates more than an 8 hour work period five days a week, this is not acceptable.
- Frequently improperly trained drivers and aides, or no aide, are allowed to operate special needs routes. Driver route assignments are changed inappropriately as a result of contractor's agreement with bus drivers.
- Frequently, aides are not physically capable of managing students.
- Bus aide was found asleep during route service.
- Overloaded buses, mainly because of doubling up routes due to shortage of drivers, students required to sit on the floor of the bus.
- Bus and drivers showing for a scheduled special needs service that were not appropriate, the school principal had to reject the service and the school staff drove the student home in a personal car.
- Buses are late every day.
- Contract drivers have no heart for special needs students.
- Contract drivers are confrontational with other district staff in parking lot.
- Contract drivers smoke in the parking lot near other cars.

- Contract drivers group in the parking lot and stand in the traffic flows.
- Contract drivers are frequently heard in the parking lot using bad language.
- School bus maintenance of state buses is slow, distance between the SCDOE shop and the district parking lot is a problem.
- There needs to be a higher priority for school bus parking at the parking facility.
- The age of the bus fleet results in frequent breakdowns.
- The contract requires 7 year replacement cycle for contractor owned school buses, the contractor owned buses have a 1% breakdown rate while the much older state buses have a 7-12% rate.
- The contractor stated that they try to find bus drivers, not just employees.
- People are not aware of the stress that bus drivers have to go through.
- The contractor recruits for drivers on a national scale 24-7, they advertise in church bulletins.
- The district loves kids – and has been very supportive to the contractor.
- State buses should remain at district parking lot during summer, less fire ants and mold if parked on hard surface vs. a grass area at the SCDOE shop.
- The contractor's reputation is a total loss for district staff.

This long list of comments are examples of the issues facing the school district. Because of service failures in the past year, the district is examining its school transportation program delivery system to determine if the daily operation (management of drivers and aides, bus routing and scheduling, daily operations) should be returned in-house or continue as a contract service. As a result, the district is changing its management of the school transportation program to such a degree that it is difficult to evaluate efficiency improvements. It is likely little of today's operational structure will be in place July 1, 2015. Therefore this report is focused on changes already in progress by the district and a few other potential cost saving opportunities.

The district should have a transportation director, routing specialists, and a safety trainer employed by the district.

## **TIER 1 RECOMMENDATION**

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

**Create an office of transportation that has the capacity to determine the school transportation needs of the district and ensure that these needs are being addressed.**

Implementing this recommendation should include staffing to provide the following duties:

- Oversees student transportation delivery of a fleet of 138 school buses (126 owned by the state, 10 owned by the district and 2 owned by the contractor); plus a fleet of 11 activity buses. The district fleet will soon increase by 15 school buses;
- Responsible for the administration and monitoring of all school transportation services;
- Ensures the contractor is in compliance with contract provisions;
- Ensures that the contract positions accurately reflect the needs of the district on a continuous basis;
- Constantly review route plans and schedules to ensure they meet the safety and service needs of the district and routes must be efficient;
- Reviews all bus stops to ensure that they are safe and in compliance with district policy and/or state law; and

- Provides training to ensure adequate school bus drivers and aides are available and that they deliver a professional service.

This can be accomplished with the following positions:

- The DSD 2 should have a permanent transportation director.

The existing transportation liaison position hired in December 2014 should be made a permanent position with the function of a director of transportation. This should occur regardless of whether the district continues its use of a contractor to provide school transportation operations services. The job of the transportation director is to manage the district's school transportation function and oversee the contracted services, or if there is no contract would supervise and operate the daily school transportation functions. If there is a contract, the contractor's scope of services begins at the transportation supervisor level and continues down the chain of command to bus drivers and the bus aides. The transportation director, with contractor provided daily service, would have at a minimum the following subordinate positions: routing specialist; safety/training officer and a clerk. If there is no contract the district would need these three positions plus all positions contracted for.

- The district should employ a routing specialists as a permanent position.

This position would report to the transportation director and continuously analyze and evaluate the district's school bus route schedule and bus stop locations to ensure safety and efficiency. Making this function a district staff position ensures that the transportation services are constantly monitored whether the daily services are delivered by contract or district staff. This person should have experience in the routing and scheduling of school transportation operations. Recognizing that the cost of a contracted school transportation service is directly related to the number of buses and bus days operated by the contractor it is obvious how important this position is to controlling costs and assuring quality service delivery. While the review team was on site, the district was posting this position to receive applications.

- The district should employ a safety/training officer as a permanent position.

This position would continuously analyze and evaluate the district's school bus operations to ensure operational safety. This position will also give the district the training manpower to provide continuous training programs to the daily operating staff and the manpower to train and test new driver applicants. Making this function a district staff position ensures that the transportation services have adequate training available, whether the daily services are delivered by contract or district staff. This person should have experience in the school bus driving and related training services. This position must be required to obtain the SCDOE bus driver training certifications and the Department of Public Safety (DPS) Third Party Tester qualifications. Understanding one DPS rule is very important in justifying this position. Before a candidate is allowed to qualify as a DPS Third Party Tester the person must be employed by the entity employing the drivers or contracting for driver services for at least six months. Therefore, to ensure available training and testing authority, a district of more than 147 drivers should always employ a driver trainer. While the review team was on site the district was posting this position to receive applications.

- The transportation office needs a full-time clerical position to assist the director, safety and training officer and routing specialist.

The clerical position will also help ensure that the transportation office is accessible to the public during the full operational school day, 5:15 AM to 5:30 PM. This position's work schedule would supplement that of the other district staff by covering the typical work day from 8:30 AM to 5:30 PM. This position has not been posted by the DSD 2.

Implementation of this recommendation should result in a more efficient and effectively managed transportation system. All central office school transportation positions should be 260 day contracts; they are needed throughout the work year.

### IMPLEMENTATION PLAN

1. The superintendent should review the report's findings with the board and recommend the positions.
2. The board should review and approve the recommended actions.
3. The superintendent should be responsible for the approved actions to be implemented.

### FISCAL IMPACT

In addition to the transportation director, routing specialist, and the safety and training officer proposed by the DSD2, there is a need for a clerical position for support. The fiscal impact table only includes the clerical position because it is the only additional position recommended by this report.

**Exhibit 6-7** shows the calculations for the proposed staffing changes. The calculations include the costs of 260 day employees including 36 percent benefits rate.

#### EXHIBIT 6-7 STAFFING COSTS FOR DSD 2 2014-15

ADDED COSTS	ADDED HOURLY FRINGE RATE	WORK DAYS PER SCHOOL YEAR	SAVINGS/(COST)
Transportation Director	36%	260	(\$65,000)
Clerical Position	36%	260	(\$25,000)
Routing Specialist	36%	260	(\$40,000)
Safety & Training Officer	36%	260	(\$45,000)

Only the clerical position is considered an additional cost to the district. The other positions shown are currently budgeted by the district.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Clerical position	(\$34,000)	(\$34,000)	(\$34,000)	(\$34,000)	(\$34,000)

*Note: The 36% fringe benefit rate is added to the above salary.*

### 6.3 PROGRAM MANAGEMENT AND OPERATIONS

#### FINDING

The contractor failed in providing adequate school transportation services to the DSD 2 as required by the contract.

The history and effect of the contracted services for student transportation have been presented in the introduction of this chapter and is a major portion of the finding for Recommendation 6-1. Services have been less than satisfactory, and the district should consider re-evaluation of services to determine if in-house delivery and management of the transportation program should be resumed.

## **TIER 1 RECOMMENDATION**

### **Recommendation 6-2:**

#### **Reevaluate the use of contract services to deliver school transportation services.**

While the team was visiting DSD 2, the district posted a request for proposals (RFP) for school transportation services for the July 1, 2015 through June 30, 2016, year. This was a very good first contractual review step to determine what contractors will charge for services in the coming year. It is clear from the failure of the past year to retain and attract drivers the existing contract must include additional funds for bus drivers and aides. The district should prepare its own response to the RFP to present the costs if the district were to bring this service back in-house. The district's in-house proposal can then be compared with the proposals received from contractors to determine which is the most efficient for the district.

## **IMPLEMENTATION PLAN**

1. The transportation director, with the assistance of other district finance staff, should develop an internal financial response to the school transportation RFP posted by the district.
2. The district should use this internal proposal as a guideline in evaluating all contractor proposals received.
3. The staff evaluation of all proposals should be presented to the superintendent and board for review and a final determination of service provider.
4. The superintendent should cause the approved action(s) to be implemented as soon as is feasible.

## **FISCAL IMPACT**

The financial impact will be dependent on the responses to the RFP. In any case the district needs to move forward with the hiring of the proposed internal staff (see Recommendation 6-1) and ensuring that adequate numbers of district owned school buses are available.

## **UPDATE**

While this report was in review, DSD 2 has informed the review team that on April 13, 2015, the board of trustees approved termination of the contracting services effective at contract year end, June 30, 2015. Transition to DSD 2 self-performance of transportation services has begun.

## **FINDING**

DSD 2 has reviewed its district-owned school bus fleet to determine that an adequate supply of safe and operable buses are available.

After the on-site visit, DSD 2 informed the team that it will be purchasing 15 new school buses for delivery before the beginning of the 2015-16 school year.

The DSD 2 should be commended for planning and addressing the forecasted need for additional school-owned school buses. School buses require at least a five month manufacturing and delivery cycle; therefore, ordering the buses in March 2015 was required. The state school bus fleet is provided to transport students to and from school for state mandated instructional programs. There are many education programs offered by DSD 2 that require buses that are not state mandated instructional programs. Therefore, these buses must be provided by the district. It is also wise for the district to own this fleet of buses instead of a contractor. District ownership gives the district more flexibility in contract negotiation and control over age, capacity and other factors.

#### **COMMENDATION 6-A:**

**DSD 2 is working to maintain an appropriately sized fleet of buses for activity service.**

#### **FINDING**

Some current activity buses are not used by all schools; however, there is an adequate number in the current fleet.

Review of the district activity bus fleet indicates that the fleet is sized correctly to meet the needs of the district. The only possible problem is the assumed assignment of three of the multi-functional school activity buses to only one school. This dedication is assumed because the buses were purchased through specific fund raising projects, therefore, the buses carry the colors and name logo of their school. All in all this is not a bad way to acquire activity buses, but these buses are too expensive to sit unused when students in another district school may need transportation. The district should establish a policy that requires these buses to be available to other schools when not being used by the school they are assigned to.

#### **TIER 2 RECOMMENDATION**

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

**Establish a policy that requires activity buses to be available to other schools when not in use by the base school and sell any excess buses.**

Implementing this recommendation should result in more effective use of activity buses. The district could establish a use allowance procedure that provides for financial reimbursement to the assigned school for the use of the bus.

The district does not have an excessive number of activity buses or district-owned buses. Once the new school buses arrive in August 2015, the transportation director should review the use pattern of the fleet for the past school year and determine the best mix of buses for the district in the future. All unneeded buses should be sold as soon as possible to get them off the insurance roll and avoid maintenance and repair expenses.

The following implementation plan addresses the process to adopt an activity bus use policy and steps to ensure that the recently ordered 15 school buses will be delivered as ordered.

## IMPLEMENTATION PLAN

1. The director of transportation should develop an activity bus use policy that allows all buses in the DSD 2 fleet to be used as needed, not respective of their funding source.
2. The policy should be presented to chief financial officer for approval, and then to the superintendent.
3. The superintendent should seek endorsement of the policy by the board.
4. Monitoring new bus delivery - The transportation director should frequently talk with International Bus Sales to monitor the on-time manufacturer and delivery of the buses.
5. The transportation director should request the assistance of the SCDOE director of maintenance to assist the district in evaluating the manufactured and delivered buses to confirm that they comply with the purchase order.
6. The transportation director should conduct a review of the existing district owned school bus fleet that will be replaced by the new buses and make plans to sell the unneeded buses.

## FISCAL IMPACT

The financial impact has already been budgeted by the DSD 2. No determination of potential revenue from the sale of used buses can be made until the number is determined.

## FINDING

The district has no program to monitor, record, and schedule the maintenance of the district's fleet.

As can be seen in **Exhibit 6-8**, the school transportation fleet owned by the district is composed of 22 buses with an additional 15 buses due in August 2015. These vehicles require routine maintenance and repairs. Maintaining school buses requires extensive paperwork and monitoring to ensure safe operation and the compliance with state and manufacture's requirements. This manual record keeping and activity can more efficiently be completed using available software packages.

**EXHIBIT 6-8  
DSD 2 VEHICLE FLEET**

LIST #	YEAR	MAKE	BODY TYPE	PASSENGER SEATING	LIFT # WHEEL-CHAIR POSITIONS	SCHOOL ASSIGNMENT	DEDICATED TO A SCHOOL
1	1980	Thomas	Type A School Bus	19	No	FDS	No
2	1989	Thomas	Type D School Bus	78	No	FDHS	No
3	1999	Thomas	Type A School Bus	17	Yes - 1	None	No
4	2000	Thomas	Type A School Bus	19	No	None	No
5	2000	Thomas	Type A School Bus	19	No	None	No
6	2000	Thomas	Type A School Bus	19	No	None	No
7	2000	Thomas	Type A School Bus	19	No	None	No
8	2000	Thomas	Type A School Bus	10	Yes – 2	None	No
9	2000	Thomas	Type A School Bus	7	Yes – 3	None	No

LIST #	YEAR	MAKE	BODY TYPE	PASSENGER SEATING	LIFT # WHEEL-CHAIR POSITIONS	SCHOOL ASSIGNMENT	DEDICATED TO A SCHOOL
10	2000	Thomas	Type A School Bus	19	No	SHS	No
11	2000	Thomas	Type A School Bus	19	No	SHS	No
12	2000	Thomas	Type A School Bus	19	No	FDHS	No
13	2000	Thomas	Type A School Bus	19	No	FDHS	No
14	2004	Blue Bird	Type D School Bus	46	No	SHS	No
15	2004	Blue Bird	Type D School Bus	46	No	SHS	No
16	2004	Thomas	Type A School Bus	25	No	SHS	No
17	2005	Blue Bird	Type D School Bus	78	No	SHS	No
18	2007	Thomas	Type C School Bus	20	Yes -3	None	No
19	2007	Thomas	Type C School Bus	32	No	FDHS	No
20	2008	Thomas	Type C MFSAB	32	No	SHS	Yes
21	2008	Thomas	Type D MFSAB	78	No	ARHS	Yes
22	2008	Thomas	Type C MFSAB	32	No	ARHS	Yes

Source: DSD 2 Transportation Data, February 24, 2015

## TIER 2 RECOMMENDATION

### Recommendation 6-4:

#### Acquire vehicle maintenance management software.

Implementation of this recommendation should provide an important tool to assist in the management of the fleet and equipment maintenance program. This should improve the efficiency of operations and reduce the amount of clerical and management time dedicated to record keeping.

The SCDOE is installing a new web-based vehicle maintenance software system in their school bus shops; this system may be a possible resource for meeting the district's software needs.

## IMPLEMENTATION PLAN

1. The chief financial officer, with the approval of the superintendent, should include the software acquisition proposal in the DSD 2 budget for FY 2016-17.
2. The superintendent should submit the recommendation to the board for review and approval.
3. The board should review and approve the recommendation.
4. The director of transportation should work with the SCDOE to determine if the state procured system can be purchased and shared by the district.
5. The transportation director should cause the approved recommendation to be implemented.

## FISCAL IMPACT

The review team talked with the SCDOE and the vendor for the maintenance management software and determined the estimated price for the service. The service is a web-based service

and requires a monthly fee per bus serviced. The first year cost for initial development is estimated at \$17,000 with annual fees estimated at \$1,000.

<b>Recommendation</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>
Maintenance software	(\$17,000)	(\$1,000)	(\$1,000)	(\$1,000)	(\$1,000)

**FINDING**

The existing school bus parking space is inadequate; however, the district is taking proper actions to correct the situation.

The school transportation program needs additional space to park school buses. The existing site, as reported earlier in this chapter, is located on a severely sloped area that presents many safety and parking issues.

While the review team was on-site, the district began to survey the new site located behind Oakbrook Middle School with scheduled construction to start immediately. This new site was evaluated by the review team and found to be an excellent choice. The site is adequate in size and topography and is accessible to buses without using the school’s parent and visitor road network. The site has a totally separate entrance jointly used by service vehicles accessing the school. The site is planned to be hard surfaced, lighted, fenced (the back side is already fenced) and include a facility with an office, drivers/aides lounge and restrooms, for the bus staff that park at this site.

**COMMENDATION 6-B:**

**The district should be commended for acting to provide adequate facilities and parking space for transportation vehicles.**

**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. DSD 2 now purchases ultra-low sulfur diesel and other fuels for district vehicles, including the activity buses, using fuel cards from local stations.

These fuels could be purchased from the state contract provider. The savings for the ultra-low sulfur diesel fuel and gasoline purchased per gallon should exceed \$0.30 per gallon (see **Exhibit 6-9**). The district should also note that fuel for school bus use is exempt from nearly all state and federal fuel highway use taxes.

**TIER 1 RECOMMENDATION**

**Recommendation 6-5:**

**Purchase all school bus fuel from the state provider.**

Implementation of this recommended action should save the district the excessive cost associated with the current purchasing practices. The district is estimated to purchase 16,000

gallons of ultra-low sulfur diesel fuel per year at an average cost of \$3.04 per gallon. The district should purchase their ultra-low sulfur diesel fuel from the SCDOE through the school bus maintenance shop for an estimated savings of \$0.96 per gallon.

The SCDOE charges \$0.12 per gallon to deliver the fuel to the district, but the SCDOE purchases the fuel at a transport load rate. The SCDOE can only deliver ultra-low sulfur diesel fuel, all other fuels, gasoline, would need to be purchased using the district fuel card. The district would continue to use the fuel card when fuel was needed and an SCDOE delivery was not possible.

The new process will require the district to order fuel as needed from the SCDOE, allowing time for the district buses to be scheduled into the state bus fueling cycle.

### IMPLEMENTATION PLAN

1	The purchasing director and transportation liaison/director should submit a request to the chief financial officer to change fuel purchasing practices.
2	The chief financial officer should approve the request.
3	The district purchasing director should contact the SCDOE and arrange for the purchase of fuel from the SCDOE.
4	The transportation liaison/director should make arrangements with the Summerville School Bus Maintenance Shop for direct fueling of district school buses. The district transportation operations staff would coordinate delivery with the shop.

### FISCAL IMPACT

As shown in **Exhibit 6-9**, the district could have saved \$15,360 in FY 2014-15, an average of \$0.96 per gallon for ultra-low sulfur diesel fuel for the estimated 16,000 gallons purchased.

#### EXHIBIT 6-9 POTENTIAL DIESEL FUEL SAVINGS

ESTIMATED ULTRA LOW SULFUR DIESEL FUEL PURCHASED FY 2014-15				
GALLONS	LOCAL SUPPLIER AVERAGE PURCHASE PRICE	SCDOE AVERAGE PURCHASE PRICE	POTENTIAL SAVINGS PER GALLON	VALUE TO DSD 2
16,000	\$3.04	\$2.08	\$0.96	\$15,360

*Source: DSD 2 Chief Financial Officer, March 20, 2015, calculations based on the actual cost of fuel purchased by the district and the SCDOE price for January 2015. SCDOE daily fuel prices are available <http://www.mmo.sc.gov/PS/agency/PS-agency-fuel-prices.phtm>, the daily price quote must have a per gallon \$0.16 subtracted for fuel tax rebate and \$0.12 added for SCDOE delivery charge.*

The value to the DSD 2 will increase over the \$15,360 present year potential savings due to more than tripling of the district school bus fleet and the associated use of fuel in FY 2015-16 (Year 1). The savings will increase over the years as use increases and the price of fuel increases compared to the SCDOE price.

<b>Recommendation</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>
Purchase fuel from SCDOE ultra low sulfur diesel	\$45,000	\$46,000	\$47,000	\$48,000	\$49,000

## **6.4 ROUTING & SCHEDULING**

### **FINDING**

The district provides excessive hazardous transportation service within the walk zone areas.

The level of hazardous transportation service offered by the district provides a high level of safety for students that otherwise would walk to their stop or to school. However, DSD 2 is providing service well above that demanded by identified traffic hazards in the district. School districts usually provide hazardous transportation service to students when, for traffic safety reasons, students need to ride the school bus instead of walking to and from school. The DSD 2 should reduce this service to a level consistent with the true safety need. Hazardous transportation service is typically provided by school districts 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.

### **TIER 1 RECOMMENDATION**

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

**Develop and adopt a revised hazardous transportation service policy and procedures for the walking zones to bus stops and around school campuses.**

The district should establish a hazardous transportation policy clearly delineating the circumstances for which the district will provide student transportation service in the walk zones and other hazard zones. This policy should be based solely on traffic safety standards for students. The creation and implementation of a policy will eliminate much of the existing \$186,000 hazardous transportation expenses while providing the service only where it is truly necessary.

### **IMPLEMENTATION PLAN**

1	The director of transportation should prepare and recommend the policy and procedures to the director of finance for immediate consideration and submittal to the superintendent for approval.
2	The superintendent should submit the recommendation to the board for review and approval.
3	Parents should be informed of the new policy and how to make a request for hazardous service.
4	Once approved, the director of transportation should strictly follow the policy when approving each parent request for hazardous service.
5	The director of transportation should also have the routing specialist to review all areas of traffic safety that students are required to walk and recommend locations where bus stops should be added without parent request.

## FISCAL IMPACT

Based on the implementation of a hazardous transportation policy that only responds to traffic safety issues the district should be able to reduce costs by \$47,000 annually. This will allow a continuing budget of \$140,000 for this service. **Exhibit 6-10** shows the calculations.

### EXHIBIT 6-10 HAZARDOUS SERVICES COSTS AND PROJECTED SAVINGS

DSD 2	EXISTING HAZARDOUS SERVICE TYPICAL LEVEL OF HAZARDOUS SERVICE			HAZARDOUS TRANSPORTATION SAVINGS/YR.
	MILEAGE COSTS/YR.	BUS DRIVER SALARY COSTS/YR.	TOTAL EXPENDITURE	
2008-2009	\$88,113.06	\$37,959.55	\$126,072.61	\$31,518.15
2009-2010	\$75,093.84	\$71,011.08	\$146,104.92	\$36,526.23
2010-2011	\$90,715.75	\$59,679.96	\$150,395.71	\$37,598.93
2011-2012	\$85,390.20	\$55,011.60	\$140,401.80	\$35,100.45
2012-2013	\$93,897.47	\$86,521.25	\$180,418.72	\$45,104.68
2013-2014	\$85,444.25	\$101,267.46	\$186,711.71	\$46,677.93

*\*The proposed expenditure provides a minimum amount of funds to respond to hazardous transportation services where justified by the DSD 2 new policy.*

Source: DSD 2 Hazardous Transportation Data, March 23, 2015

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Eliminate excessive hazard services	\$47,000	\$47,000	\$47,000	\$47,000	\$47,000

## 6.5 AGING STATE SCHOOL BUS FLEET

### FINDING

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 because of the frequency of breakdowns.

As stated in the comments received during the interviews and public meeting, 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 SDE 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. Mileage should not exceed 250,000 miles. **Exhibit 6-11** presents the age and mileage for the state school bus fleet assigned to DSD 2 by model year that are over 15 years old. Note that the district is using a regular route school bus (bus # 507-0632) that, when inspected by the team, shows that it has operated 660,610 miles.

**EXHIBIT 6-11  
DSD 2 STATE SCHOOL BUS FLEET  
AGE and MILEAGE ANALYSIS**

NUMBER OF BUSES	MODEL YEAR	ROUTE OR SPARE	CAPACITY	BUSES WITH LIFT	TYPE	RANGE OF ODOMETER READING MARCH 2015
10	1988	Route	60 or 66	No	C	285,387 - 470,935
5	1990	Route	66	No	C	225,024 – 424,704
2	1990	Route	16	Yes	C	425,849
1	1991	Route	70	No	D	319,549
1	1992	Route	72	No	D	303,753
4	1994	Route	19	Yes	C	250,209 – 534,938
4	1995	Route	35	Yes	D	195,186 – 444,239
38	1995	Route	78	No	D	174,725 – 660,610
3	1996	Route	78	No	D	174,725 – 287,373
<b>68</b>	<b>Subtotal</b>					
7	1988	Spare	60	No	C	281,587 – 393,390
1	1990	Spare	18	Yes	C	254,565
1	1994	Spare	19	Yes	C	230,847
3	1995	Spare	78	No	D	337,490 – 346,356
1	1995	Spare	35	Yes	D	340,041
<b>13</b>	<b>Subtotal</b>					
<b>81</b>	<b>TOTAL</b>					

Source: SCDOE March 2, 2015.

Note: Buses older than 15 years, are in violation of Section 59-67-580.

Fifty-three percent of the district's buses are 15 years old or older.

**TIER 1 RECOMMENDATION**

**Recommendation 6-7:**

**Prepare a Board approved recommendation to SDE for the replacement of aged school buses.**

This recommendation should involve the district monitoring the frequency of aging state school buses causing students to be late for class or delayed getting home on time and record the number of breakdowns and associated costs and request the SDE to replace the 81 school buses older than 15 years as soon as possible. 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:

- The director of transportation 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.
- The director of transportation should submit a report monthly to the director of finance for review and submission to the superintendent that shows the extent of the delay problems, including how many students were not on-time for class or getting home.

To compensate for the aging fleet and to have efficient buses available for transportation services funded by the district, the DSD 2 is purchasing 15 new Thomas type D buses to use starting next school year. These buses are costing the district \$94,990 per bus, total cost \$1,424,850. In the past the district would have permitted these buses from the state at a per mile cost, however, the aging fleet no longer makes this feasible.

State law requires that the state should replace school buses 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. As **Exhibit 6-11** shows, the DSD 2 has 65 route buses and all 13 spare buses that are 20 years old or older.

**IMPLEMENTATION PLAN**

1. The superintendent should instruct the director of finance and the director of transportation to prepare the recommended report.
2. The director of finance and operations and the director of transportation 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 SDE.

**FISCAL IMPACT**

This fiscal impact would be the responsibility of the SDE rather than the district; therefore it is not included in the summary of costs for the recommendations in this chapter and the final

report. However, the district's recent order of 15 school buses documents the need for more new buses for DSD 2. Each of these buses cost the DSD 2 \$94,990. If the state had extra new school buses the DSD 2 could have avoided this purchase. Using this cost per bus for the 81 state buses that are over 15 years old shows a need to purchase replacement buses valued at \$7,694,190.

## 7.0 FOOD SERVICE

This chapter presents findings, commendations, and recommendations relating to food services in Dorchester County School District 2 (DSD 2). 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 and Budgeting
- 7.4 Nutrition, Nutrition Education, and Student Participation

### CHAPTER SUMMARY

This chapter contains the following commendations for the DSD 2 food service department:

- DSD 2 provides food service employees with critical and necessary information to manage and operate the food services program. (Page 7-11)
- The district provides breakfast in the classroom in 11 of 12 schools. (Page 7-19)

The chapter also captures areas of the DSD 2 food service program that should be addressed to strengthen program services. These recommendations are made based on surveys, interviews, a review of food service documents and policies, and an on-site visit by Tidwell and Associates, Inc.

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

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

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

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

- Add a field supervisor to the district office to help supervise and monitor school food service programs. Tier 1 (Page 7-6)
- Reduce the number of paid labor hours by 61 to improve the efficiency of the food service program. Tier 3 (Page 7-10)
- Participate in the Community Eligibility Provision (CEP) Program at Windsor Hill Elementary commencing in the 2015–2016 school year. Tier 1 (Page 7-12)
- Reduce the fund balance and use all cash in excess of three month's operating expenditures. Tier 1 (Page 7-14)
- Reduce student meal charges before the end of the fiscal year to comply with federal regulations. Tier 1 (Page 7-17)
- Track the cost of food used for non-program sales. Tier 2 (Page 7-18)
- Revise the current menu plan to include kid-friendly items that students enjoy. Tier 2 (Page 7-20)

## Survey Results as Related to Food Services

Tidwell and Associates, Inc. conducted a survey of all DSD 2 district office administrators, principals, assistant principals, and teachers. This section discusses survey responses related to food services. The entire survey 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. Please note that items marked with an asterisk are “reverse scored” so that higher values reflect greater perceptions of efficiency and effectiveness.

**Exhibit 7-1** provides the survey results for DSD 2 food services. In most variables, the food service program received ratings of 3 or better. This is not true in the area of meals. The DSD 2 school administrators and teachers agree this variable requires improvement. DSD 2 district administrators rated the same variable at 3.21, indicating meals are okay and do not require improvement. There is also a difference in rating for the availability of a summer meals program. School administrators scored this area at 2.40. The district administrator and teacher groups rated the area as a 3.

### EXHIBIT 7-1 DORCHESTER 2 FOOD SERVICE SURVEY RESULTS

VARIABLE	TOTAL	TEACHER	SCHOOL ADMINISTRATOR	DISTRICT ADMINISTRATOR
The cafeteria facilities and equipment are sanitary and neat	4.04	4.01	4.38	4.28
I find the cafeteria meals appealing and appetizing	2.65	2.62	2.66	3.21
The school breakfast program is available to all children	4.37	4.35	4.58	4.52
Students have enough time to eat	3.27	3.21	3.82	3.79
Students wait in food lines longer than 10 minutes	3.63	3.61	3.90	3.38
Cafeteria staff is helpful and friendly	4.22	4.22	4.32	4.19
Weekend provisions for food is made for needy students	3.80	3.83	3.54	3.89
The district has a summer program for feeding students	3.03	3.14	2.40	3.44

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 & Associates, 2015.

## FISCAL IMPACT OF RECOMMENDATIONS

Exhibit 7-2 provides a summary of the estimated costs and savings associated with the recommendations contained in this chapter. A net savings of over \$2.5 million could be realized if the district implements the recommendations in this chapter.

### EXHIBIT 7-2 FISCAL IMPACT OF CHAPTER 7 FOOD SERVICES

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Add a field supervisor at the district office	(\$65,775)	(\$65,775)	(\$65,775)	(\$65,775)	(\$65,775)
Windsor Hill participation in the CEP Program	\$550,421	\$550,421	\$550,421	\$550,421	\$550,421
Reduce excess cash	(\$832,954)	\$0.00	\$0.00	\$0.00	\$0.00
Reduce labor hours	\$159,757	\$159,757	\$159,757	\$159,757	\$159,757
Collect meal charges	\$124,480	\$0	\$0	\$0	\$0
Total Costs	(\$898,729)	(\$65,775)	(\$65,775)	(\$66,742)	(\$66,742)
Total Savings	\$834,658	\$710,178	\$710,178	\$710,178	\$710,178
<b>GRAND TOTAL</b>	<b>(\$64,070)</b>	<b>\$644,403</b>	<b>\$644,403</b>	<b>\$644,403</b>	<b>\$644,403</b>

#### 7.1 Introduction, Methodology, and Peer District Comparisons

The DSD 2 food services department provides meals in 22 district schools. All schools participate in the National School Lunch Program (NSLP) and School Breakfast Program (SBP). The department has successfully implemented changes required under the Healthy Hunger-Free Kids Act 2010 (HHFKA) and receives an additional \$.06 cents for all reimbursable meals served during lunch.

Oakbrook Elementary and Middle Schools, Eagles Nest Elementary and River Oaks Middle, Summerville Elementary and Rollins Middle, and Flowertown and Newington Elementary are the only schools in the district that share food service operations.

The USDA Afterschool Snack Program (ASSP) is available in extended day programs in four schools: Eagles Nest Elementary and River Oaks Middle, Alston Middle, Joseph Pye Elementary, and Oakbrook Elementary and Middle.

The nutrition director has managed the program for more than ten years. Under his leadership, DSD 2 food services has been recognized as a District of Excellence by South Carolina Department of Education Food and Nutrition Office.

The food service department supports the farm to school program by supplying materials and nutritional guidance upon request. In 2011, Ashley Ridge High (ARHS) became certified in the USDA Good Agricultural Practices Certification (GAP) Program. The GAP Program provides guidance and accreditation to farms or programs that demonstrate compliance with federal agricultural standards. The GAP certification means that ARHS follows safety precautions in growing and handling produce. This certification is important for farming programs that harvested foods used for human consumption. Vegetables grown in the high school garden were prepared and served in schools in February 2014.

During the 2013-14 school year, the School Nutrition Association conducted a study on the price of paid meals of 1,102 school district members nationwide. The study found the average price students paid for breakfast ranged from \$1.26 to \$1.36, and lunch ranged from \$2.18 to \$2.42. The amount students in DSD 2 pay for breakfast and lunch is well below the average of both meals nationwide. This past year the district was mandated by federal regulations under the HHFKA to increase student meal prices and the price of lunch was increased by \$.10 cents.

Although the cost of student meals increased, they remained lower than meals in peer districts, Beaufort 1, Lexington 1, Oconee 1, and Richland 2. As shown in **Exhibit 7-3**, the price DSD 2 students pay at breakfast is the second lowest among the peer group. The price DSD 2 students pay at lunch is lower than the peer districts.

**EXHIBIT 7-3  
PEER DISTRICT MEAL PRICE COMPARISON  
FOR STUDENT REIMBURSABLE MEALS**

MEAL	DSD 2	BEAUFORT 1	LEXINGTON 1	OCONEE 1	RICHLAND 2
Breakfast (all grades)	\$1.15	\$1.25 <i>Free for Reduced Students</i>	\$1.25	\$1.25	\$1.00
Elementary Lunch	\$1.70	\$2.00	\$2.60	\$1.90	\$2.50
Middle Lunch	\$1.70	\$2.00	\$2.75	\$2.10	\$2.65
High School Lunch	\$1.80	\$2.00	\$2.75	\$2.10	\$2.65

Source: School district web-pages, 2015.

The primary methodologies used to review the food services operation included:

- Interviews of all key district personnel including the nutrition director, marketing and training facilitator, administrative staff in food service office, director of the finance, chief financial officer, and superintendent;
- Analysis of variety of food service data provided by DSD 2;
- Review of data found in the South Carolina Department of Education (SCDOE) Office of Nutrition Programs website;
- Review of peer district comparison data;
- Onsite observations at various cafeterias;
- Community forum; and
- Survey results.

## **7.2 Organization, Plans, Policies, Procedures and Staffing**

The DSD 2 food service program is under the administration of the chief financial officer. Food service staff in the district office include the nutrition director, a marketing and training facilitator, and two administrative support staff. School-based child nutrition staff include a total of 220 employees, with 18 cafeteria managers and 202 child nutrition workers.

The nutrition director is responsible for program operations and supervision of employees. The position is also the primary lead to evaluate operations to ensure the program meets federal compliance. The marketing and training facilitator coordinates training for child nutrition workers and oversees food service department catering. The remaining two district support positions coordinate free and reduced meal benefits and accounts payable.

The food services department maintains a pool of substitute child nutrition workers. As employees leave the district, and positions become vacant, substitutes have an opportunity to become permanent staff. By using substitutes to fill vacant position the district is able to hire trained staff who are familiar with district operations.

The school nutrition program incorporates various policies to help direct program services. The Hazard Analysis Critical Control Point (HACCP) Plan provides staff with the guidance needed to provide meals that are both nutritious and safe. The food service web page includes various links with nutrition education resources for students, teachers, and parents.

The current regulations under the HHFKA have increased compliance areas. Districts must now visit schools more frequently to remain compliant with changes in regulations. Federal mandates for school breakfast, lunch, and afterschool programs all require constant reviews. Additional changes in meal pricing, use of federal funds, fund balances, and non-program meals also require more reviews and follow up.

### **FINDING**

DSD 2 does not have sufficient staff to monitor schools as needed under the Healthy Hunger-Free Kids Act (HHFKA) 2010.

A review of staff in the district office that supervise school-based operations found that the nutrition director is the only position to monitor school programs on a consistent basis. The marketing and training person will help in this area as time permits. This is a concern because the recent changes in child nutrition legislation call for additional oversight and monitoring in schools. The additional oversight and monitoring is also required to address concerns with non-program foods. Lexington 1 peer district has three field supervisors at the district level to supervise and monitor schools. **Exhibit 7-4** demonstrates the difference in the number of district office staff at DSD 2 compared to Lexington 1. As shown, Lexington field supervisors average nine schools for every monitor. In DSD 2 this ratio is 15 schools for every supervisor.

A further concern is the district will open new two elementary schools and a middle school within the next two years. The new child nutrition staff will require more training and closer supervision. The district will need to secure additional support at the district level to effectively supervise and monitor schools.

The December 2014 administrative review of food service operations also supports this reasoning. During the review conducted by the SCDOE Office of Nutrition Programs, three of the four findings involve school-based errors in counting, claiming and food safety. The district can prevent errors of this nature with increased school visits to train and to monitor programs.

**EXHIBIT 7-4:  
COMPARISON OF DISTRICT LEVEL SUPERVISORS AND MONITORS**

DISTRICT	NUMBER OF DISTRICT LEVEL STAFF SUPERVISORS AND MONITORS	NUMBER OF DISTRICT SCHOOLS	RATIO OF SCHOOLS TO DISTRICT STAFF
Dorchester 2	1.5	22	15 to 1
Lexington 1	3	29	9 to 1

**TIER 1 RECOMMENDATION**

**Recommendation 7-1:**

**Add a field supervisor to the district office to help supervise and monitor school food service programs.**

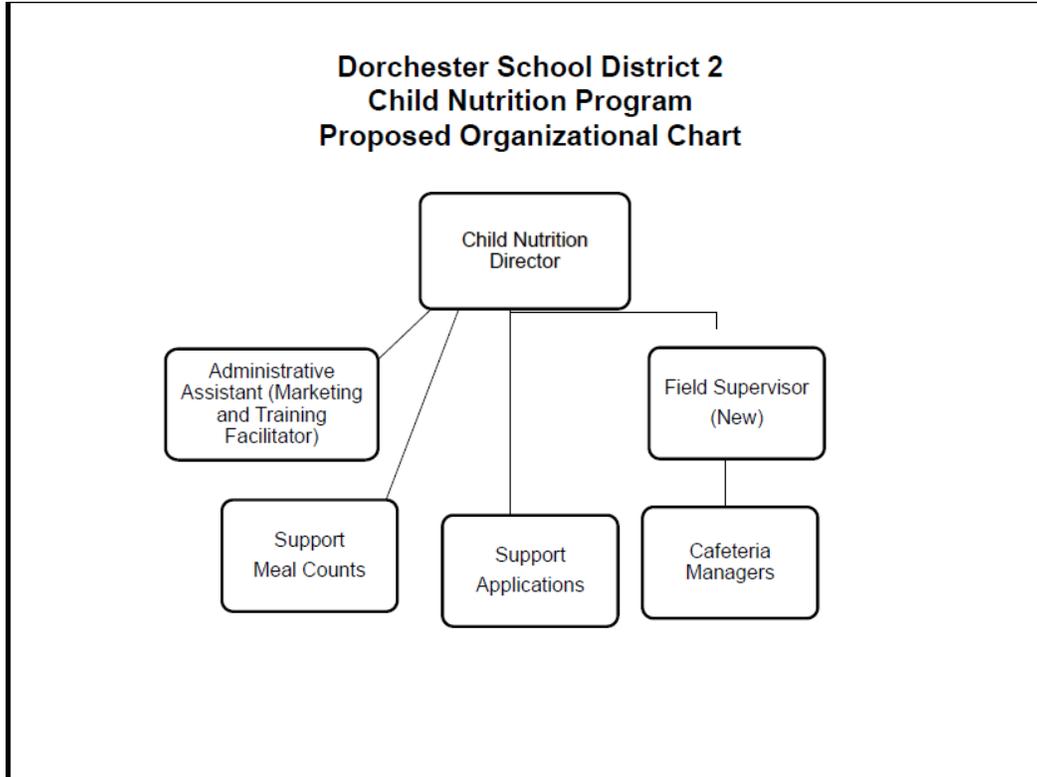
Based on food service staffing for districts similar in size, DSD 2 food services has fewer food service employees at the district level to manage the federal meals programs. According to the information submitted by Lexington School District 1, there are three field supervisors that assist in monitoring, planning, and supervising the school meals program. Lexington also has one food service specialist to provide administrative support to the director and two executive secretaries.

It is recommended the DSD 2 add a field supervisor position to the district office with duties similar to the Lexington 1 food service district office. **Exhibit 7-5** is the field supervisor job description used by Lexington 1. The field supervisor position will be considered the second highest position just below the child nutrition director. The DSD 2 organization chart for food service should be updated to include the new position as seen in **Exhibit 7-6**.

**EXHIBIT 7-5  
FIELD SUPERVISOR JOB DESCRIPTION**

- Assists in the management, supervision, planning, marketing, and organizing of the school food service program
- Assists in training of child nutrition personnel
- Assists managers in the sound and fiscally solid food service program in accordance with state and federal regulations.

**EXHIBIT 7-6  
FOOD SERVICES PROPOSED ORGANIZATION  
DSD 2**



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

**IMPLEMENTATION PLAN**

- |  |
|--|
| 1. The child nutrition director will work jointly with human resources to create job title and responsibilities.     |
| 2. The child nutrition director will work with human resources to advertise and select a candidate for the position. |

**FISCAL IMPACT**

The fiscal impact is based on the starting salary of a supervisor in Lexington School District 1, (\$48,364.00) plus benefits rate of 36 percent (17,411.04) which totals a yearly cost of \$65,775.

<b>Recommendation</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>
Add a field supervisor at the district office	(\$65,775)	(\$65,775)	(\$65,775)	(\$65,775)	(\$65,775)

## FINDING

The DSD 2 food service program has more labor hours than required for the level of service provided in schools.

According to the National Food Service Management Institute, school food service industry measures the effectiveness of a school meal program using the productivity measurement of meals per labor hour. The meals per labor hour calculation will help schools and districts determine the number of paid labor hours that will be required to operate an efficient and productive meal program. The DSD 2 school food service program is overstaffed by 61 paid labor hours. Not all units are overstaffed. Some of the schools are overstaffed, and a few are understaffed. The child nutrition director will need to make the required adjustments to meet industry standards.

There are several underlying forces that affect meals per labor hour including cooking methods, the size of a kitchen, the amount of equipment available to prepare meals, and the number of inexperienced workers. Meals prepared using conventional methods incorporate raw products that require more time and additional staff. Programs that use convenience items, which are primarily heat and serve, require fewer employees and fewer labor hours. The DSD 2 food service program uses both convenience and conventional cooking methods. The review team evaluated the program based on conventional standards. The higher end of targeted work hours was used for this review.

The data shown in **Exhibit 7-7** reflects the meal equivalents, actual working hours, and meals per labor hour for DSD 2 school food service programs. The DSD 2 data is compared to the industry standard as shown in **Exhibit 7-8**. The Kentucky Department of Education industry chart was used because it includes a high range of meal equivalents which is similar to the information held on the DSD 2 report.

To determine if a DSD 2 food service unit is productive the district meal equivalent for a given school is compared with the corresponding meal equivalent found on the industry chart. The meal per labor hour and targeted labor hours for schools should be similar to the same data on the industry chart. Where the information is different, the district will need to consider reducing labor hours or increasing the meal equivalents to meet the industry standard. **Exhibit 7-7** also shows the number of paid hours that will need to be adjusted per school.

**EXHIBIT 7-7**  
**DSD 2 MEAL EQUIVALENT AND MPLH**  
**ACTUAL WORKING HOURS AND TARGETED WORK HOURS**

DSD 2 Report: Meal Equivalents and Meals Per Labor Hour				Industry Standard: Labor Hours and Meals per Labor Hour		Minimum # of Hours to Adjust
SCHOOL	Actual Working	Meal Equivalents	Meals per Labor Hour	Target Meals per Labor Hour	Target Labor Hours	
ASHLEY RIDGE HIGH	104.00	1,241.17	11.93	19+	100.0	4.0
JOSEPH R. PYE ELEMENTARY	59.50	942.01	15.83	19+	80.0	(20.5)
FLOWERTOWN ELEMENTARY - NEWINGTON ELEMENTARY	97.00	802.88	8.28	18	51.0	46.0
SUMMERVILLE ELEMENTARY - ROLLINGS MIDDLE	82.00	808.09	9.85	18	51.0	31.0
KNIGHTSVILLE ELEMENTARY	61.00	1,270.46	20.83	19+	100.0	(39.0)
FORT DORCHESTER ELEMENTARY	59.00	785.27	13.31	17	47.0	12.0
SPANN ELEMENTARY	54.00	735.02	13.61	17	47.0	7.0
WILLIAM REEVES ELEMENTARY	53.00	991.20	18.70	19+	80.0	(27.0)
WINDSOR HILL ELEMENTARY	58.00	1,020.19	17.59	19+	80.0	(22.0)
DUBOSE MIDDLE	62.00	704.78	11.37	17	47.0	15.0
BEECH HILL ELEMENTARY	65.00	817.16	12.57	18	51.0	14.0
OAKBROOK ELEMENTARY- OAKBROOK MIDDLE	94.00	1,332.94	14.18	19+	100.0	(6.0)
ALSTON MIDDLE	53.50	690.72	12.91	16	43.0	10.5
GREGG MIDDLE	59.00	795.40	13.48	17	47.0	12.0
EAGLES NEST ELEMENTARY - RIVER OAKS MIDDLE	107.00	1,720.70	16.08	19+	120.0	(13.0)
SUMMERVILLE HIGH	124.00	1,359.81	10.97	19+	100.0	24.0
GIVHANS COMMUNITY SCHOOL	17.00	177.08	10.42	9	16.0	1.0
FORT DORCHESTER HIGH	92.00	1,180.59	12.83	19+	80.0	12.0
<b>Total</b>	<b>1301.00</b>				<b>1240.0</b>	<b>61.0</b>
<i>DSD 2 January 2015 meal reimbursement data as reported to SCDOE</i>				<i>education.ky.gov/federal/SCN/Documents/Meals Per Labor Hour</i>		

DSD 2 January 15 Meal Count Data and Human Resources; [education.ky.gov/federal/SCN/Documents/Meals Per Labor Hour](http://education.ky.gov/federal/SCN/Documents/Meals Per Labor Hour)

**EXHIBIT 7-8**  
**SAMPLE STAFFING GUIDELINES FOR CONVENTIONAL COOKING METHODS**

# OF MEAL EQUIVALENTS SERVED (ME's)	MEALS PER LABOR HOUR (MPLH)	TOTAL LABOR HOURS
UP TO 100	8	9 – 12
101 – 150	9	12 – 16
151 – 200	10 – 11	16 - 17
201 – 250	12	17 – 20
251 – 300	13	20 – 22
301 – 400	14	22 – 29
401 – 500	14	29 – 35
501 – 600	15	35 – 40
601 – 700	16	40 – 43
701 – 800	17	43 – 47
801 – 900	18	47 – 51
901 – 1,200	19+	52 – 80
1,201 – 1,500	19+	63 – 100
1,501 – 1,800	19+	79 – 120
1,801 – 2,100	19+	95 - 140

Source: education.ky.gov/federal/SCN/Documents/Meals Per Labor Hour

**TIER 3 RECOMMENDATION**

**Recommendation 7-2:**

**Reduce the number of paid labor hours by 61 hours to improve the efficiency of the food service program.**

The current staffing level is above industry standards. If the district does not reduce the number of paid labor hours, it must increase meal equivalents. To increase meal equivalents, the district will need to serve more reimbursable meals, non-program adult meals, and non-program student and adult a la carte meals.

**IMPLEMENTATION PLAN**

- |   |
|---|
| 1. The child nutrition director should use the information in this report to adjust employee work hours by relocating staff to units needing additional help. |
| 2. The child nutrition director must also consider the possibility of increasing the amount of meals sold to increase meal equivalents.                       |

**FISCAL IMPACT**

The DSD 2 salary schedule for child nutrition workers show employees earn an average of \$14.39 per hour. If staffing is reduced to the level required under industry standards, the district will show a savings of \$877.79 per day. Child nutrition workers work an average 182 days per year. The anticipated savings is \$159,757.78 per year.

<b>Recommendation</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>
Reduce labor hours to increase efficiency	\$159,757	\$159,757	\$159,757	\$159,757	\$159,757

**FINDING**

The district provides food service staff with appropriate and critical policies, procedures, and training.

The district policies include the Hazard Analysis Critical Control Point Plan, which is the focal point of food safety program. Additional policies and procedures can be found on meal counts, and meal charges. The district utilizes the state nutrition policy manual for additional program guidance. The district has a well-balanced training program that includes topics critical in food service operations.

The food service marketing and training specialist maintains excellent records to document training provided. Training topics include Blood Borne Pathogens, Wellness, Customer Service, Effective Communication, Dealing with Workplace Conflict, and Employee Discipline. The district has also provided CPR Certification to 18 child nutrition employees.

Congress has passed Professional Standards that will go into effect July 2015. Food service directors must have at least 12 hours of annual administrative training. Food service managers must earn at least 10 hours annually, and new and current food service workers will need at least six hours of training. Based on the information provided during the review, DSD 2 food service program should not have difficulty meeting the requirements of the newly established standards.

**COMMENDATION 7-A:**

**DSD 2 provides food service employees with critical and necessary information to manage and operate the food services program.**

**FINDING**

Participation in the Community Eligibility Provision (CEP) will eliminate work associated with unpaid meal charges which is a huge problem in the district.

The CEP, implemented under the Healthy Hunger-Free Kids Act 2010, allows schools to serve free meals to all students attending schools with Identified Student Percentages (ISP) of 40 percent and higher. The ISP is based on students that qualify for free meals without application because they live in households that participate in the Supplemental Nutrition Assistance Program (SNAP), Temporary Assistance for Needy Families Cash Assistance (TANF), or the Food Distribution Program on Indian Reservations (FDIR). This category is extended to homeless, Head Start, foster, and migrant students who also qualify for free meals without application.

The SCDOE Office of Nutrition Programs has a report of districts and schools with the required 40 percent ISP rating. This year the report listed 11 DSD 2 schools. Windsor Hill Elementary was listed with an ISP of 51.42 percent, as seen in **Exhibit 7-8**.

If the district decides to participate in the program, all students attending the school will have access to free breakfast and lunch. The district will earn 82.272 percent free reimbursement. This is an additional 21 percent above the current free reimbursement.

**EXHIBIT 7-8  
SOUTH CAROLINA DEPARTMENT OF EDUCATION  
OFFICE OF NUTRITION PROGRAMS  
DSD 2 CEP SCHOOL ELIGIBILITY LIST**

District	School	Enrolled Students	No. of DC Students	DC Student %	Eligible X	Near Eligible Y	CEP Free Claiming %
Dorchester 02	Alton Middle	933	281	30.12		y	48.19
Dorchester 02	William M Reeves Elem	1070	344	32.15		y	51.44
Dorchester 02	Joseph R Pye Elem	789	254	32.19		y	51.51
Dorchester 02	River Oaks Middle	1030	339	32.91		y	52.66
Dorchester 02	Flowerstown Elem	1000	330	33.00		y	52.80
Dorchester 02	Knightsville Elem	1302	467	35.87		y	57.39
Dorchester 02	Eagle Nest Elem	868	313	36.06		y	57.70
Dorchester 02	James H. Spann Elem	772	285	36.92		y	59.07
Dorchester 02	Summerville Elem	714	287	40.20	x		64.31
Dorchester 02	Newington Elem	787	318	40.41	x		64.66
Dorchester 02	Windsor Hill Arts Infused Elem	741	381	51.42	x		82.27

South Carolina Department of Education, Office of Nutrition Programs, CEP Site Level Reporting from Annual Verification Report 2014-2015

**Tier 1 RECOMMENDATION**

**Recommendation 7-3:**

**Participate in the Community Eligibility Provision (CEP) Program at Windsor Hill Elementary commencing the 2015 – 2016 school year.**

Participation in the CEP will eliminate the work associated with unpaid meal charges which is a huge problem in the district. Under the CEP program, the food service staff can focus on the intent of the program, which is to feed children.

Schools and districts currently participating in the program report higher participation levels. Some report an increase in revenue because of increased student participation. The overall goal is to provide free meals to students attending school in low income areas.

## IMPLEMENTATION PLAN

1. The DSD 2 superintendent and board will approve the food service program participation in the CEP.
2. DSD 2 child nutrition director will notify the SCDOE Office of Nutrition Programs of its intent to participate in the CEP.
3. DSD 2 will complete required documents to participate in CEP.
4. DSD 2 will notify parents, students, school administration and the community of their participation in CEP.
5. DSD 2 will develop all required procedures to be used in the operation of CEP in the district.

## FISCAL IMPACT

The fiscal impact associated with this recommendation will be based on the number of meals claimed in January 2015. The difference in the usual free percentage compared to the free percentage under the CEP is 21 percent. Based on January meal counts, the average amount earned could increase as much as \$91,736 per month for lunch. When calculated over the duration of the school year which is 180 days or an average of 6 months, DSD 2 federal reimbursements could increase by \$550,421 per school year. Additional funds will need to be used to increase food quality or to improve the program in other areas to avoid accumulating additional excess cash. The primary focus is the school will not lose funds or need to cover the cost from a non-program account if the district decides to participate in the program.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Participate in CEP at Windsor Hill Arts Elementary	\$550,421	\$550,421	\$550,421	\$550,421	\$550,421

Note: Possible increase in federal reimbursement per year under the CEP program, based on the January claim for lunch only.

### 7.3 Planning and Budgeting

Food services funds originate from two primary sources, federal and local resources. Federal revenue is generated from funds reimbursed to districts under USDA Child Nutrition Programs. Local revenue is typically the result of student and adult meal sales. The school food service must be self-contained and operate independently without school district revenue.

School food service is a non-profit entity. Federal regulations prohibit school food service funds from acquiring more than three months operating funds. The school food service revenue must not be used as a "slush fund", meaning a reserve fund for extra cash.

*The Code of Federal Regulations 7 CFR Part 210, subsection 210.19 states that state agencies, "shall ensure compliance with the requirements to limit net cash resources and shall provide for approval of net cash resources in excess of three months' average expenditures". "Each State agency shall monitor, through review or audit or by other means, the net cash resources of the nonprofit school food service in each school food authority participating in the program. In the event that net cash resources exceed 3 months' average expenditures for the school food authority's nonprofit school food service or such other amount as*

*may be approved in accordance with this paragraph, the State agency may require the school food authority to reduce the price children are charged for lunches, improve food quality or take other action designed to improve the nonprofit school food service. In the absence of any such action, the State agency shall make adjustments in the rate of reimbursement under the Program.”*

The July 2013 South Carolina School Food Service Program Reference Manual states, “the use of such excesses must be initiated, or excessive balances returned to the U.S. Department of Agriculture (USDA).”

**FINDING**

The DSD 2 Schedule of Revenues and Expenditures for DSD 2 food service confirms that at the end of fiscal year 2014, food service had excess cash totaling \$1,470,129.

Excess cash is defined as an amount that is above what the food service department needs for three months of operation. This is determined based on average monthly expenses of \$974,636, as seen in **Exhibit 7-9**.

Possible explanations for excess cash include an increase in the district free and reduced percentages, meaning reimbursements levels are higher now than in previous years. The school food service program is a member of a purchasing alliance, and the district can purchase higher quality meals at lower costs. When these factors are present, the food service director should make sure to increase expenses in other areas as described in the code of federal regulations to absorb the additional revenues and reduce the level of cash.

**EXHIBIT 7-9  
CALCULATION OF DSD 2 EXCESS FUNDS  
END OF YEAR 2014**

Average Monthly Expenditures (Total Expenses for School Year 2014 \$9,746,360 / 10 months)	\$974,636
3 Months Expenditures	\$2,923,908
Fund Balance	\$4,394,037
Excess Cash	\$1,470,129

Dorchester School District Two Schedule of Revenues, Expenditures, and Changes in Fund Balance, 2014.

**TIER 1 RECOMMENDATION**

**Recommendation 7-4:**

**Reduce the fund balance and use all cash in excess of three month’s operating expenditures.**

Funds should be used to purchase digital menu boards, training for child nutrition employees, equipment, or additional seating and mobile carts to accommodate high school students.

In December 2014, SCDOE approved for the district to use a portion of the excess cash to purchase new equipment for three planned schools. The amount identified for this project is \$637,174. The district will need to create additional plans for use of the remaining \$832,954.

The child nutrition director and marketing facilitator commented during the interview that one or more of the DSD 2 high school principals have expressed an interest in moving to a new trend where all students have one-hour for lunch during the same time. If principals move forward with their plans, the nutrition director will need to increase the number of serving areas to accommodate the rush of students. Excess funds can be used to purchase mobile feeding carts. This will help to expedite the lunch serving and eliminate complaints. It is also suggested that the director install outside seating to accommodate the additional number of students.

Excess funds should also be used to replace broken (or upgrade) cooking equipment. An example is a new pizza oven is needed at Summerville High. Funds can also be used to extend current cafeteria enhancements, such as adding digital menu boards and upgrading serving lines. Funds should also be used to provide outside training for school nutrition employees.

### IMPLEMENTATION PLAN

1. The DSD 2 child nutrition director should conduct an inventory of equipment to identify items needing replacement due to age or may be costly to repair.
2. The DSD 2 will need to develop a plan or timeline to use excess funds to enhance the food service program.
3. The child nutrition director will meet with school principals to determine if they will elect to operate a one-hour lunch for high school students.
4. The DSD 2 child nutrition director should seek additional plans for use of funds using the South Carolina Food Service Program Reference Manual, Chapter 8 Use of Child Nutrition Program Funds.

### FISCAL IMPACT

In December 2014, SCDOE approved for the district to use a portion of the excess cash to purchase new equipment for three planned schools. The amount identified for this project is \$637,174. The district will need to create additional plans for use of the remaining \$832,954.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Reduce excess cash	(\$832,954)	\$0	\$0	\$0	\$0

### FINDING

The food services department allows students to charge meals, which is inconsistent with DSD 2 district policy as stipulated in the student-parent handbook and which also contradicts the South Carolina Food Service Manual and Federal Regulations 2 CFR Part 225.

Under federal regulation 2 CFR Part 225 uncollected charges to the school food service account are considered, "bad debt". Bad debt is defined as losses (whether actual or estimated) arising from uncollectable accounts and other claims, related collection costs, and related legal costs. The regulation further states that such cost is unallowable.

The South Carolina Food Service Manual, Chapter 7 Meal Pricing, Meal Charging Policy encourages districts to establish a procedure to address charging, and that policies may vary by grade level. The information advises districts to inform parents and students of the policy through student handbooks, newsletters, and enrollment materials. See **Exhibit 7-9** to review

these policies and procedures. The South Carolina Manual also references student charging in Chapter 6, page 6-5 as shown in **Exhibit 7-10**.

**EXHIBIT 7-9**  
**SOUTH CAROLINA FOOD SERVICE MANUAL CHAPTER 7**  
**MEAL CHARGING POLICY**

**Meal Charging Policy**

SFAs are encouraged to establish their own procedures for allowing students to charge meals. Charge policies may vary by grade level. SFAs must inform students and their parents/guardians of the charge policy through student handbooks, school newsletters, enrollment materials, and the reverse side of the menu calendar or other written communication.

If a student in the reduced-price or paid category has charged meals in excess of the SFA's established policy, the student may be required to pay for the meal prior to being served.

A student in the free eligibility category may not be denied a reimbursable free meal, regardless of the number of "charges" the student has made in the past. For example, a student may have accumulated excessive a la carte charges or meal charges prior to being approved for free meals. Once approved for free meals, the student must be allowed to eat the reimbursable meal at no charge.

**EXHIBIT 7-10**  
**SOUTH CAROLINA SCHOOL FOOD SERVICE PROGRAM MANUAL**  
**CHAPTER 6: MEAL SERVICE POLICIES PAGE 6-5**

**Serving Students with No Money and Without a Lunch from Home**

Schools are not required to serve students who receive reduced-price or full-price meals that do not have money to pay. In some SFAs, no accommodations are made by the SFA for feeding the student with no money. However, the following methods are commonly and successfully employed by SFAs throughout the state.

**No-Charge Policy**

Many SFAs have adopted a no-charge policy meaning the student who comes to school without money or a lunch from home is (1) given a meal which can be claimed for a section 4 (paid) reimbursement or (2) given an opportunity to call his/her parents so they may make provisions for his/her meal.

**Note from Principal's Office Exchanged for a Meal**

Other SFAs desiring to provide a controlled method for limited charges involve the principal's office in the process. Often the student must go to the office where he/she is given a note which is exchanged on the serving line for a meal. At the end of the day, the cashier exchanges the note in the office or cash. This method removes Child Nutrition Program personnel from accounting and collecting for charges meals. Also, a student who may have a problem with a parent or guardian providing meals may be aided by the administrative staff because they are aware of the situation.

July 2013 South Carolina School Food Service Program Reference Manual page 6-5 Chapter 6: Meal Service Policies.

Another reference source is peer district Lexington 1. Lexington 1 has developed a detailed plan on how a manager should address student meal charges. The district office of fiscal services will work with the collection agency if funds are not secured before the end of the year.

**TIER 1 RECOMMENDATION**

**Recommendation 7-5:**

**Reduce student meal charges before the end of the fiscal year to comply with federal regulations.**

The DSD 2 school food services department has notified parents by letter and telephone with little response. It is recommended that the DSD 2 child nutrition director adopt a policy similar to the Lexington 1 policy titled, “Procedures for Administering Student Lunch and Breakfast Credit” shown in **Addendum 7-A** at the end of this chapter. The procedures provide explicit details that managers can use to address student charges. It also refers the account to fiscal services which makes the final decision to refer the account to a collection agency.

Until a more detailed policy is established, DSD 2 food services should exercise the policy referenced in the DSD 2 parent-student handbook. Students with the maximum allowed charges should not be allowed to charge additional meals. This will prevent a student from accumulating a larger debt.

**IMPLEMENTATION PLAN**

- |   |
|---|
| 1. The child nutrition director should follow the DSD 2 policy.   |
| 2. The DSD 2 child nutrition director should work with fiscal services to develop a plan following the procedures provided in the Lexington 1 guidance shown in Addendum 7-A. |

**FISCAL IMPACT**

**The total amount owed from student meal charges is \$124,480.**

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Collect funds owed from student meal charges	\$124,480	\$0	\$0	\$0	\$0

**FINDING**

The DSD 2 food service program handles all catering events for district office and school functions.

The operation is managed by the district marketing specialist who supervises child nutrition workers that work above normal hours for different events. The food services department has purchased a van that is used to transport food during these events. Food products used for catering are purchased from US Foods, the district supplier, and could possibly include commodity products. The catering unit also purchases products from local businesses.

The district food service department does not track non-program food expenses as required by 7 CFR 210.14 (f). This concern was identified during the efficiency review and also during the DSD 2 Administrative Review conducted on December 2-5, 2014, by the SCDOE.

Non-program food is any food sold outside of a reimbursable meal using funds from the food services account. Examples include catering, a la carte sales, and adult meals. The DSD 2 food services department must document the amount of food purchased for non-program events and charge enough to make sure the proportion of total school food revenue associated with the sale of non-program food shall be equal to or greater than the proportion of total food costs associated with obtaining non program foods as found in 7 CFR 210.4 (f). **Exhibit 7-11** is a copy of the non-program food revenue tool used to determine if the school food service program has secured enough revenue to satisfy the regulations. The tool requires information on cost of food purchased for school meals as well as the cost of food for non-program meals or meals sold outside of school meals. After all required information is entered, the tool will calculate the percentage of food cost resulting from the purchase of non- program foods.

**EXHIBIT 7-11  
CALCULATION OF NON-PROGRAM FOOD**

	
<b>Nonprogram Revenue Calculator</b>	
Enter the cost for reimbursable meal cost of nonprogram food and total revenue	
Cost of Reimbursable Meal Food	
Cost of Nonprogram Food	
Total Food Cost	\$
Total Nonprogram Food Revenue	
Total Revenue	
Minimum portion of revenue from nonprogram funds	0%
Minimum Revenue Required from the sale of Nonprogram Foods	\$
Additional Revenue Needed to Comply	\$

Source: USDA, 2015.

**TIER 2 RECOMMENDATION**

**Recommendation 7-6:**

**Track the cost of food used for non-program sales.**

Price all food sold outside of reimbursable meals to accrue revenue in the same proportion as they impact the school food services account. This includes catering, a la carte sales, and adult meals. The DSD 2 food services program must have documentation to record food purchased and sold outside of reimbursable meals.

Revenue earned from non-program food must generate at least the same proportion of revenues as they contribute to the school food services account. The district will calculate the amount of revenue earned from non-program meals, using the following amounts: reimbursable

meal food cost, non-program food cost, and total food cost. The district will only include the cost of the food. Labor and other costs are not included in the calculation as referenced in USDA guidance.

### **IMPLEMENTATION PLAN**

1. DSD 2 will track all foods purchased for use in non-program meals to include catering and a la carte sales.
2. The district will price meals so that revenue from the sale of non-program food is sufficient to satisfy regulations under 7 CFR 210.
3. The DSD 2 will utilize the information to prepare the non-program food tool upon request from SCDOE Office of Health and Nutrition.

### **FISCAL IMPACT**

There is no fiscal impact associated with this recommendation. The district can track non-program foods by developing a production record template similar to the production record used to track federal meals. The production record will allow the district to track the amount prepared and sold on a given day. The point of sale software should be able to capture items as they are purchased. At the end of the day, the manager will have a printed list of items keyed into the POS by a cashier.

### **7.4 Nutrition, Nutrition Education, and Student Participation**

Numerous studies show that students who receive a nutritious breakfast do better in the classroom. Breakfast helps to decrease obesity and students with behavioral problems are less disruptive when they eat breakfast prior to school. Students transported to school perform better on tests when they eat closer to testing time. The Food Research and Action Center reports that breakfast improves the learning environment for students.

The nutritional requirements of school food service programs were created to improve the nutrition of meals served in schools. Although the goal was to increase the nutritional value of meals served to students, it has not helped to increase participation in school meals programs. Students are unhappy with the new choices, and many refuse to participate in the program.

### **FINDING**

The DSD 2 food services program provides breakfast in the classroom in 11 of 12 schools, which helps participation and prepares the student for a day of learning. Studies show that students that eat a nutritious meal before school perform better on tests. It is also found that programs that offer breakfast see improvement in student achievement. Overall, breakfast in the classroom will help student concentration, memory, and learning.

### **COMMENDATION 7-B:**

**The district provides breakfast in the classroom in eleven of twelve schools.**

### **FINDING**

Student participation in the DSD 2 school meals program is low.

In January, only 25 percent of the students attending DSD 2 schools participated in the school breakfast program. Participation during lunch was 44 percent. In a survey conducted in February 2014, 47 percent of students did not recommend school lunch. Only 36 percent of students completing the survey listed they were overall happy with the school food service. Similar ratings were seen in the survey conducted with teachers and administrators as a part of this review. It should be noted that both ratings show similar results and were conducted a year apart and are from two different sources. In addition, the survey was conducted by two separate, unrelated groups.

A review of food production in four DSD 2 schools observed staff serving meals. The atmosphere was pleasant and meals included a variety of choices. Products observed in the food preparation area were of good quality. It was noted during the visit, as well as documented on the menu that the child nutrition director prepares a variety of vegetables and adds sliced carrots as well. When questioned he indicated this practice is done to incorporate the required red, orange vegetables.

## **TIER 2 RECOMMENDATION**

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

#### **Revise the current menu plan to include more kid- friendly items that students enjoy.**

Improved menu options will need to be implemented to increase participation.

The food service director and food service marketing specialist should survey students to the end of the current school year to gain more information on menu items students would like to see on their menu next year. Current recipes should also be reviewed, and changes should be made to enhance the taste of items needing some improvement. If available, allow students to test new items that will be available next year.

During the interviews, it was discovered that a few of the child nutrition employees were completing a culinary program. This was also seen during the visits. One of the employees had decorated the serving line using fresh vegetables. It is recommended the child nutrition director contact principals who can assist him in building a team of students who are interested in helping to work on menu ideas for the upcoming year. Employees currently involved in the culinary training should be a part of the focus group to observe first hand entrées students would like to see on the menu. This will empower students and employees and make them feel they have input on the food served in their cafeteria.

The child nutrition director will need to discontinue the practice of mixing carrots with corn and other vegetables. Most students will accept and eat corn. However, they will not accept this item when mixed with sliced carrots. The director should incorporate uncooked baby carrots or cherry or grape tomatoes into the menu. Students are more willing to try uncooked vegetables before cooked versions. Carrots should definitely be served as a separate entrée.

DSD 2 should consider using non-salt spices to enhance the flavor of food items. Investigate meal trends in the area to see how you can incorporate them into the school menu plan. A number of school districts have found success in doing this. Today's students are savvy and have immediate access to media and technology. It is important to remain creative and be willing to try new items.

## **IMPLEMENTATION PLAN**

1. The DSD 2 food director and catering specialist will work with school principals to identify a date to conduct student focus group meetings and surveys.
2. The results of the meeting and surveys will be implemented into the existing menu.
3. Recipes will also be revised to improve the flavor.
4. Child nutrition staff participating in culinary programs will be included as a part of the menu development team. This will allow these staff to use some of the skills learned from their culinary class.

## **FISCAL IMPACT**

The district should see an increase in participation in the revised menu plan that will lead to increased revenue and students eating balanced meals they enjoy.

## ADDENDUM 7-A

### Procedures for Administering Student Lunch and Breakfast Credit

While provisions are made for all students to participate in the District's Food Service and Nutrition program through the purchase of meal tickets with full payment, reduced payment, and free, from time to time alternatives must be used to ensure that ALL students have an opportunity to participate in the food service program every day. Schools are not required to serve students who are eligible to receive reduced-price or full-price meals when they do not have money to pay. Like their parents and us, we are human and on occasion can be expected to forget to bring payment. Therefore we should make provision for these occasions consistent with the procedures below. \*(Please see note)

*The following procedures will be used to prevent and collect meal credits during the school year:*

The school principal has final authority to determine when a student is allowed to eat a lunch or breakfast without money to pay. The school principal may decide to allow a complete meal, an alternative meal, or deny a meal. Alternative meals will be charged against the school's activity meal account. Regular meals will be charged against the student's meal account. However, if the charge is not collected by the end of the school year, then the charge will be transferred along with all other debt to the school's activity meal account.

- Debt to be collected will remain with the school where the debt occurs. Loss to cafeteria will be refunded to the cafeteria from the school's pupil activity account.
- An alternative meal may be provided in the absence of payment for students owing for meals. The decision to allow students an alternative meal will be decided by an administrator at the schools' expense.
- Cashiers will print at least once each week or more often if requested, a credit report for the principal or his/her designee. The credit report will list all students who owe money for lunch or breakfast in any amount.
- Cashiers will give notification to students as soon as they incur debt on their account and will refer these students to an administrator as follows:

*Elementary Students* – Students should not accumulate charges for more than the cost of one lunch meal on their account. Payment is expected the next day. A student's meal may be denied only after approval by the school principal.

*Middle School Students* – Students should not accumulate charges for more than the cost of one lunch meal on their account. When the first charge shows on the student's account, the student will be sent to an administrator for a signed permission slip to receive a meal. A student's meal may be denied only after approval by the school principal.

*High School Students* – Students should not accumulate charges for more than the cost of one lunch meal on their account. When the first charge shows on the student's account, the student will be sent to an administrator for a signed permission slip to receive a meal. A student's meal may be denied only after approval by the school principal.

A sample letter for all grade levels follows.

- Following proper notification to the parents, the “**School Principal**” may deny credit to students who owe for meals. Proper notification must include the opportunity for parents to file a new Free or Reduced lunch application and documentation that they were notified of the date that lunch and/or breakfast would be stopped. If this procedure has not been followed before lunch/breakfast is denied a student, Pat Carter and/or John Butler should be notified.

- All activities related to student credit should be documented in writing at each level until the problem is resolved.

- Students who are unable to secure sufficient funds from their parents for meals but who do not qualify for free or reduced meals, may need the assistance of other state agencies. These possibilities should be explored when meals are denied students.

*The following procedures will be used to collect meal credits during the summer months and before the school year begins:*

- Cashier will provide the administrator with a list of all students with outstanding debts.

- Administrators will use this list to personally contact each parent before the start of the next school year by telephone or letter, documenting each contact. Parents who do not pay, should be informed that if payment is not received prior to registration, their child may be denied meals or a payment plan may be set up at registration.

- The parent should be made aware that delinquency of payment could result in a referral to a collection agency. The decision to refer accounts to a collection agency will be made by the Office of Fiscal Services.

Attachments

- Also included are the Meal Prices for 2014-2015
- Food Service Employee Schedule
- Manager Training/Meeting Schedule

**CONTACT PERSONS:** Patricia Carter, Director of Food Service and Nutrition or John Butler, Chief Financial Officer

Revised 4/14

**\*Note: Credit will not be extended for special sales meals or items. Only reimbursable meals may be charged.**

## 8.0 TECHNOLOGY USE AND MANAGEMENT

This chapter presents findings, commendations, and recommendations relating to technology use and management at Dorchester 2 School District (DSD 2). 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 Dorchester 2 School District 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:

- The technology roundtable is a critical element in moving DSD 2 forward with technology related initiatives and its charge of finding technology solutions that support instruction is certainly a best practice. (Page 8-12)
- The district's support of the integration technology specialist team is a national best practice and speaks to the dedication of DSD 2 to student excellence in establishing and maintaining this specialized team to support the faculty. (Page 8-12)
- The district has embraced support for mobility through investments in district-wide Wi-Fi service in all facilities. (Page 8-13)
- DSD 2 has made a substantial commitment to provide an equitable distribution of computer tools across the district and ensure that all children have regular access to computers as part of their learning environment. (Page 8-22)
- DSD 2 has developed and refined an efficient workflow process for purchasing technology equipment. (Page 8-28)

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

Below is a guideline on the various three tiers.

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

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

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

Though the technology team at DSD 2 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:

- Create coordinator level positions within the technology department and a new service delivery manager position. Tier 2 (Page 8-7)
- Establish a data and analytics area and hire database administrator/web administrator. Tier 2 (Page 8-10)
- Provide Wi-Fi access for educational purposes and require personal devices to authenticate utilizing active directory to manage user credentials. Tier 2 (Page 8-13)
- Adopt the Information Technology Infrastructure Library (ITIL) service management as one of the industry accepted and best practice for the delivery of IT as a service. Tier 2 (Page 8-16)
- Develop a comprehensive disaster recovery and business continuity plan, immediately address E911 and ensure the service is tested and working in all schools. Tier 1 (Page 8-20)
- Explore purchasing Chromeboxes to replace student Windows desktop computers and running a virtual desktop interface to deliver web-based applications that may not run on Chrome OS. Tier 2 (Page 8-22)
- Explore mobile computing solutions for each level within the district, and run true pilot programs with necessary technical support to ensure operational success. Tier 2 (Page 8-24)
- Ensure that the technology department leads the support and development of the mobile device management (MDM) solution, and establishes procedures for application purchasing with buildings and departments. Tier 1 (Page 8-26)
- Maximize E-Rate and develop a strategy to reduce costs for telecommunications services that no longer have E-Rate support. Tier 1 (Page 8-31)
- Develop a set of guidelines for using Blackboard Connect as an emergency and attendance communication tool with targeted community outreach criteria. Tier 3 (Page 8-36)

## **SURVEY RESULTS**

Tidwell and Associates, Inc. surveyed district office staff, administrators, principals, and teachers regarding technology tools, support and infrastructure in DSD 2. Complete results for this survey section can be found in **Appendix 1**. Highlights regarding the technology portion of the survey can be seen in **Exhibit 8-1**. Highlights regarding technology include:

- All respondents generally agreed that they understand how to use technology as it relates to their job functions, with an overall average of 4.41.
- District administrators (M=2.46) disagreed more strongly that the district has adequate bandwidth in comparison with teachers (M=3.34).
- Both teachers (M=2.77) and school administrators (M=2.75) felt that the district's technology is used past its lifespan, indicating that this is an area for improvement. This was the lowest scored survey item among all groups.

Of particular note, teachers requested improved technology. As one teacher commented, “We need more technology. The district spends thousands of dollars on textbooks that our curriculum doesn’t allow us to use, but we are not able to get tablets or laptop labs that we could use every day.”

In particular, teachers requested more access to computers/iPads/etc., improved Internet bandwidth and “technology that is accessible to all students.” As one teacher noted, “I would like more laptops and more iPads. Technology should be easy to access.” Another teacher stated, “In my opinion, teachers need more access to technology and the internet. Technology is a major part of daily instruction and it is expected to be seen, yet it’s difficult to connect to the internet or have availability to technology for students.”

**EXHIBIT 8-1  
DORCHESTER 2 SURVEY RESULTS PERTAINING TO TECHNOLOGY**

<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	4.41	4.41	4.54	4.44
District-wide, the district is up-to-date technologically	3.68	3.70	3.55	3.61
The district has adequate technology to support its operations	3.56	3.57	3.47	3.79
When necessary, the district's technology equipment is quickly repaired or serviced	3.83	3.83	3.83	3.85
The district has effective technology support when computers malfunction	3.82	3.84	3.73	3.82
I have adequate equipment and computer support to conduct my work	3.91	3.88	4.18	4.15
The district's technology equipment is often used past its useful lifespan <sup>a</sup>	2.77	2.78	2.75	2.79
The district website is a useful tool for staff, parents, and students	4.04	4.03	4.21	4.12
Students have regular access to computer equipment and software in the classroom	3.66	3.64	3.84	3.87
District staff have easy access to the internet	4.26	4.25	4.55	4.21
The district has adequate bandwidth to ensure maximum use of the internet	3.28	3.34	3.00	2.46

Overall, teachers are effectively utilizing technology as part of instruction	4.02	4.03	4.00	3.94
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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>3</sup>Items reverse scored so that higher values reflect greater perceptions of efficiency and effectiveness  
Source: Tidwell, March 2015.

**FISCAL IMPACT**

**Exhibit 8-2** provides a summary of the estimated costs and savings associated with the recommendations contained in this chapter. As shown, a net cost/savings of \$1,248,094 could be realized should the district choose to implement the recommendations.

**EXHIBIT 8-2  
FISCAL IMPACT OF CHAPTER 8**

<b>Recommendation</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>
Establish a data and analytics area and hire database administrator / web administrator	(\$62,000)	(\$62,000)	(\$62,000)	(\$62,000)	(\$62,000)
Provide Wi-Fi access and require personal devices to authenticate utilizing active directory	(\$30,000)	(\$5,000)	(\$5,000)	(\$5,000)	(\$5,000)
Adopt Information Technology Infrastructure Library (ITIL) service management	(\$5,000)	\$8,000	\$10,000	\$20,000	\$20,000
Develop a comprehensive disaster recovery and business continuity plan, immediately address E911 and ensure the service is tested and working in all schools	\$0	\$0	\$0	\$0	\$0
Explore purchasing Chromeboxes to replace student Windows desktop computers and running a virtual desktop interface to deliver web-based applications that may not run on Chrome OS	\$60,000	\$200,000	\$150,000	\$150,000	\$150,000

Cost avoidance for support of Windows-based machines	\$0	\$45,000	\$45,000	\$45,000	\$45,000
Maximize E-Rate and develop a strategy to reduce costs for telecommunications services that no longer have E-Rate support	(\$96,090)	\$680,793	\$31,403	\$24,493	\$24,493
Total Costs	(\$133,090)				
Total Savings		\$866,793	\$169,404	\$172,494	\$172,494
<b>TOTAL COST/SAVINGS</b>	<b>(\$133,090)</b>	<b>\$866,793</b>	<b>\$169,404</b>	<b>\$172,494</b>	<b>\$172,494</b>

### 8.1 Introduction, Methodology, and Peer District Comparisons

DSD 2 provides technology access primarily through the deployment of computer labs across all schools with a core objective to provide a minimum of 40 minutes of computer time per day to each and every student. This traditional approach appears to have worked well for the district and the administration prides itself on this tried and true strategy. The district provides a laptop for all teachers and has invested in wireless networks in all schools providing nearly seamless coverage. Computers in Labs are typically dedicated to a specific application and purpose supporting a particular focus area of instruction. The district has moved slowly at mobility and 1:1 computing and has supported some infusion of Apple iPad's into the schools. The district does a good job keeping up with refreshing teacher laptops with a budgeted 48-month replacement. The district is undergoing growth and the technology department will be moving into a new facility and data center within the next year. This will provide tremendous opportunity to streamline and bring efficiency to the department.

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

- Interviews of many key district personnel including the assistant superintendent, 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).

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

website and best practices based upon standards set by the International Society of Technology in Education.

**Exhibit 8-3** demonstrates the staffing of instructional and administrative technology and technology-related functions. Based on this comparison, DSD 2 is in line with other districts regarding the staffing of the technology function. It should be noted that Richland 2 has a 1:1 laptop program and Lexington 1 has a 1:1 program in all middle schools and high schools while maintaining similar numbers of technical support staff as DSD 2, which is moving slowly to 1:1 computing.

**EXHIBIT 8-3  
FULL -TIME TECHNOLOGY SUPPORT STAFF FOR DORCHESTER 2**

DISTRICT	TECHNOLOGY SUPPORT (FTE)	INSTRUC-TIONAL	OTHER	TOTAL TECHNOLOGY	DISTRICT STAFFING	PERCENTAGE
Dorchester 2	14	23	8	45	3,000	1.50
Richland 2	19	6	12	50	3,400	1.47
Lexington 1	23	31	15	69	3,695	1.86

Sources: Tidwell & Associates, Inc. comparative study results. 2015.

**8.2 Organization, Plans, Policies and Procedures**

**FINDING**

The technology department is a flat organizational unit within the district, as all 21 employees report directly to the director of technology.

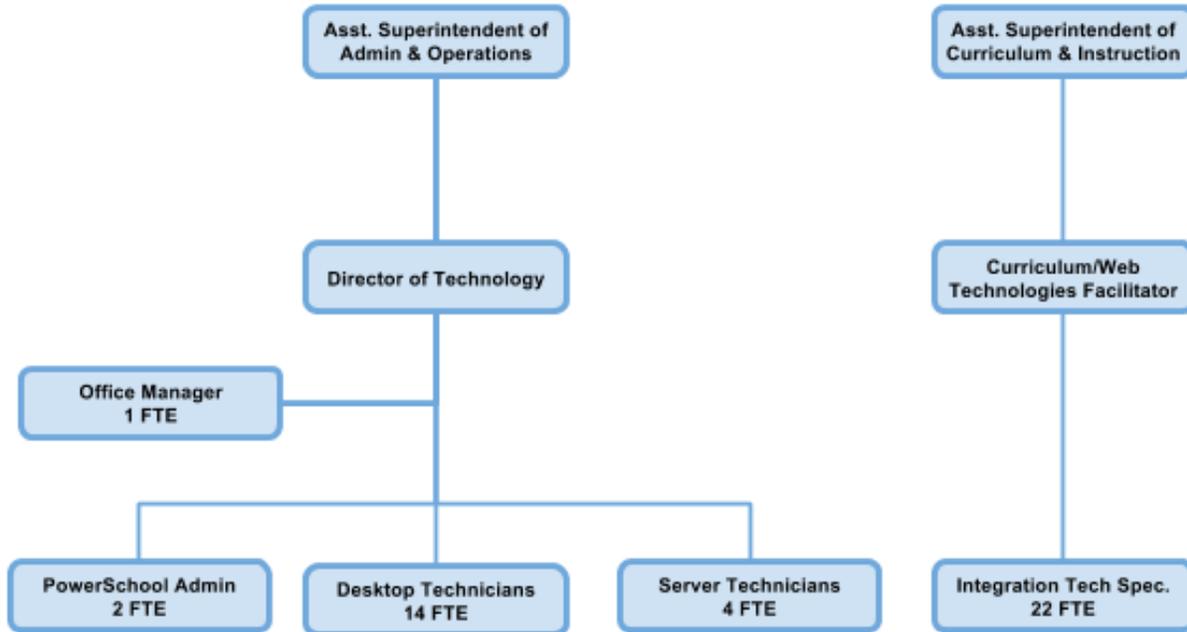
Project management, vision setting and day-to-day management compete for attention and little information is shared among peers. **Exhibit 8-3** details the current organization structure of technology-associated personnel and includes those concerned with the infrastructure, maintenance, and support as well as curricular integration.

The technology organization has all staff reporting to the director of technology. This current IT organization structure is inefficient with a decision-making process that is unclear and does not offer clear individual advancement opportunities within the department. We observed a district IT department that is a hard-working team with a real workingman’s approach to supporting the infrastructure and end-user devices. The entire IT department is dedicated to the customer, i.e. students, teachers and staff. The current approach and philosophy for providing onsite school-level technical support is providing one hardworking individual assigned to a school or shared across several schools. Scaling support through the addition of more technicians to handle more work in a linear way is impractical and the district cannot afford this approach. At the same time the group is taking on more responsibility for classroom technology such as interactive white boards. For example, the complications of support as individuals in every school is clearly demonstrated when one technician is out for any reason, the support structure breaks down, and the IT department is stressed and the schools are not receiving the support they expect and deserve on that day.

The efficiencies afforded through technology advancement, particularly in end user device management, as well as the need to move toward technology as a service, are key concepts supporting modern concepts for delivery of IT that DSD 2 needs new focus on. Without working

more efficiently and transparently it is unlikely the district will be able to effectively support the expanding infrastructure. An example of this can be seen in iPad support, which is not provided by the IT department and instead is currently supported through the instructional technology group.

**EXHIBIT 8-3  
CURRENT TECHNOLOGY ORGANIZATIONAL STRUCTURE  
DSD 2**



Source: Tidwell & Associates, Inc. 2015.

**TIER 2 RECOMMENDATION**

**RECOMMENDATION 8-1:**

**Create coordinator level positions within the technology department and a new service delivery manager position.**

We are suggesting DSD 2 create the position of service delivery manager. This position is discussed in more detail in Recommendation 8-4. In addition, we are recommending establishing a coordinator level in key areas charged with coordination of the execution of IT initiatives as well as monitoring and reporting on key performance indicators. Funding for the coordinator positions is part of Recommendation 8-4.

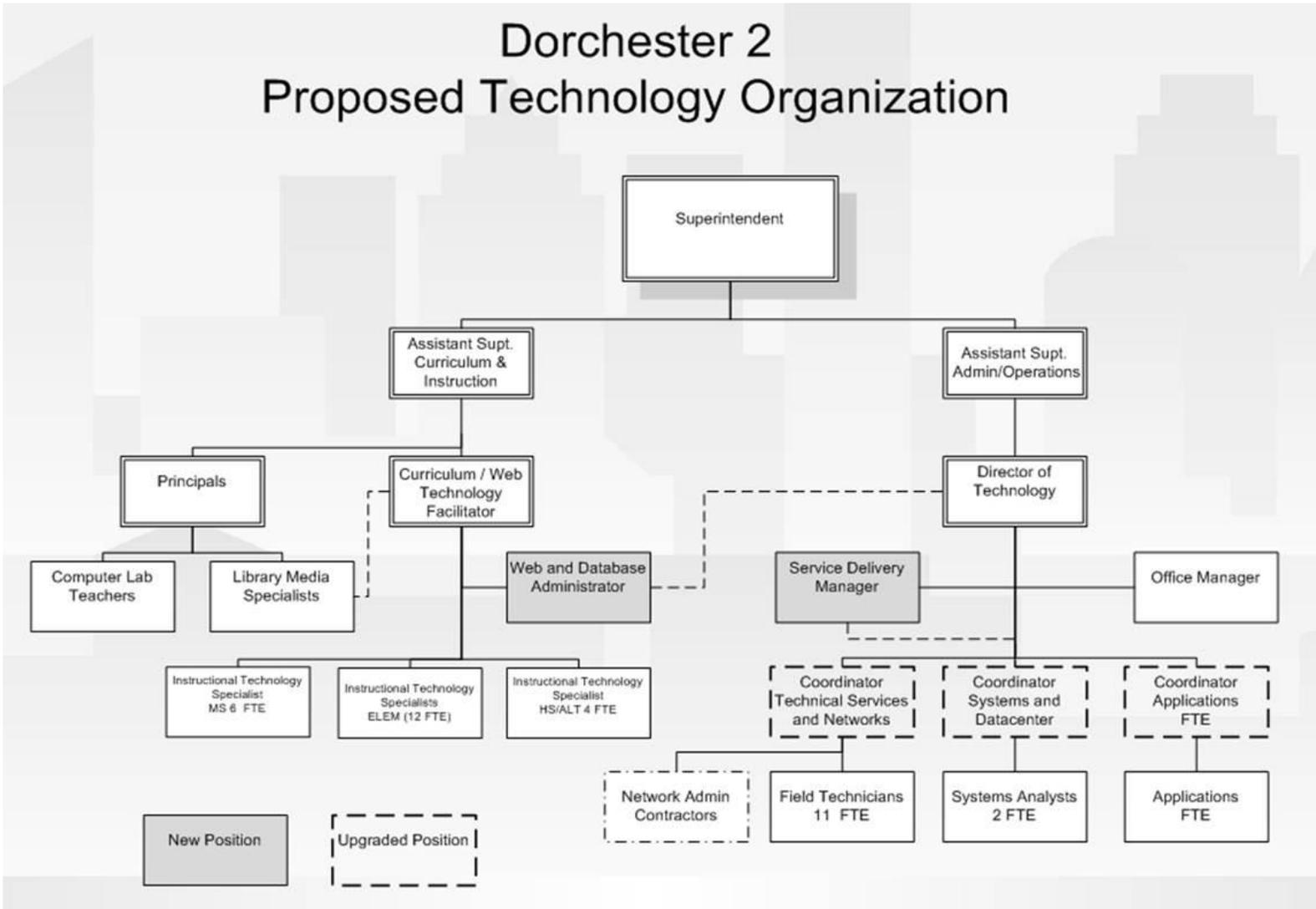
The coordinator role should be part of the management team in IT and be measured for finding efficiencies and improvements in the areas that each coordinator is responsible. These roles will also be trained in service management with Information Technology Infrastructure Library (ITIL) described later in Recommendation 8-4. For example, the coordinator of technical services and networks will be working with the new service delivery manager to develop

strategies for leveraging technology tools to provide support to end users and scale this support as additional devices are added including one device per student.

**Exhibit 8-4** below shows the recommended IT organization. This chart shows the position of service delivery manager reporting to the technology director. In addition, this shows the new coordinator levels reporting to the technology director. Also shown is the new web and database administrator role reporting to the curriculum/web technology facilitator. Although this report does not address the Instructional side, we suggest DSD 2 consider a change in the curriculum/web technology facilitator be upgraded to a director of instructional technology.

EXHIBIT 8-4

## Dorchester 2 Proposed Technology Organization



Source: Tidwell & Associates, Inc. 2015.

## **IMPLEMENTATION PLAN**

See implementation plan for Recommendation 8-4; it is the same implementation plan.

## **FISCAL IMPACT**

See fiscal impact for Recommendation 8-4.

## **FINDING**

The district's organization does not recognize data management and district online presence is not managed by a single individual.

There is a significant data integration and data movement / management need in the district. Currently this function is handled by the district in an ad hoc manner and the district does not have a certified database administrator on staff.

At the same time there is good work taking place integrating various administrative systems for data provisioning support. The district uses a tool called level-data for most systems integration efforts and has made progress with the data connection between human resources system and the district's active directory to automate the network logins for staff. Data provisioning is detailed in the district's technology plan as a priority. There remains significant work to do as key data systems are not currently integrated such as the linkage between the student information system and the district's active directory. As a result students are not issued logins to access the network creating a security risk and significant network management limitations. In addition, a manual process for creating e-mail accounts for staff is still in place.

The pace of the current data integration effort is not meeting the need and the district lacks a clear data architecture and management strategy. Without a clear data strategy, this inherently results in inefficiency as redundant data entry processes and increased risk of data loss or leakage exist.

Quality data management should include the alignment of key formative performance data contained within the various learning / courseware systems in use in the district, such as Waterford and Scholastic Read-180.

In addition, the district does not have a position responsible for the maintenance and management of the website, including social media. As part of the district's technology plan there is a goal to "Support district's longitudinal data repository (data warehouse)". Although this is recognized as a priority, it does not appear that the district has made significant progress in this area. There are various systems that are used but not connected, including Scantron, Evas, Enrich, Compass, Aims web and others. Through focus on quality data and management the district's return on investment will be in efficiency and quality data.

## **TIER 2 RECOMMENDATION**

### **Recommendation 8-2:**

**Establish a data and analytics area and hire a database administrator/web administrator.**

As part of recognizing data as a strategic asset the district should consider adding a full-time resource in the organization. The ongoing activity and prioritization of data management must begin with an architecture and strategy for data including the presentation of data through various systems, web and social media. In order to realize the value of data the district must invest in the data management area. The integration of the data systems for identity management and automation purposes and the integration of data systems from a content, analytics and reporting perspective are very different focus areas, however, both require significant data. The data base administration focus for this position should be to inform instruction, therefore, we have this position reporting to the instruction side of the house. We have included a dotted line to the director of technology as this position will also have responsibility for integration and the use of level data and other integration tools and needs for the district.

**IMPLEMENTATION PLAN**

1. The assistant superintendent and the curriculum/web technology facilitator create the role and job description of database and web administrator.
2. The business office funds the position.
3. The assistant superintendent and the curriculum/web technology facilitator develop a hiring committee to interview and hire a database administrator / web administrator.

**FISCAL IMPACT**

Median salary for database administrator 1 in Summerville, SC as reported by salary.com on March 27, 2015 is \$61,839. The funding source for this position will be 100% operational budget. The amount shown is base salary without benefits.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Hire database administrator/web master	(\$62,000)	(\$62,000)	(\$62,000)	(\$62,000)	(\$62,000)

**FINDING**

The technology roundtable is a great resource for the district and adheres to the best practice of involving stakeholders in the decision making process driving the technology advancements of the district.

The technology roundtable is composed of faculty, administrative and technology team members who collaborate on the direction of technology purchases in setting the educational technology vision for the district. The technology roundtable was critical in ensuring that the purchase of iPads had appropriate faculty support prior to the purchase, and aligned with the integration technology specialist (ITS) team and their training/support activities.

#### **COMMENDATION 8-A:**

**The technology roundtable is a critical element in moving DSD 2 forward with technology related initiatives and its charge of finding technology solutions that support instruction is certainly a best practice.**

#### **FINDING**

DSD 2 has invested heavily into a number of infrastructure, hardware, and software initiatives to improve the educational opportunities for its students.

The integration technology specialist (ITS) team is charged with ensuring that these expensive and complex technology tools are fully implemented to the benefit of student learning and faculty efficiency. The team is currently developing top quality resources for district faculty. The district provides a full time resource in every educational facility which is a national best practice.

#### **COMMENDATION 8-B:**

**The district's support of the integration technology specialist team is a national best practice and speaks to the dedication of DSD 2 to student excellence in establishing and maintaining this specialized team to support the faculty.**

### **8.3 Network and Operations**

#### **FINDING**

The district does not require individual logins to the network and Wi-Fi access is open for guest access.

The district does not provide individual student logins for access to the network. In addition the Wi-Fi network guest access is configured for open access without any password or credentials. The far-reaching implications regarding the lack of authenticated and secure access to the district's network are critical. It is clear that the district is working hard to address the network access, authentication, and security issues that are evident in several areas such as these. The benefits of a well-architected active directory service include reduced cost through standardization, improved service delivery through centralized management, improved security, and the ability to manage and support a large network with lower total cost of ownership. In addition, since the district has purchased a Microsoft Agreement that includes access and use to sophisticated management tools and critical capabilities such as system center configuration, application delivery, software updates, role-based administration, and device usage and health, these resources will enable cost efficient improvements.

As a foundation the district already has active directory in place; however, the district has not yet set a policy to require logins for all students, staff and administrators to the network. The district has a project underway to integrate the student information system with the active directory in essence creating an automated connection to keep the changes in student status synchronized with their ability to login to the network. The process linked to the human resources system is already in place.

Currently, students and teachers oftentimes have multiple devices (smartphone, laptop, tablet) accessing the guest Wi-Fi network for Internet access via the guest network. There is currently no clear process to regulate this access or require a security check on devices. It is possible that the school district Wi-Fi signal is propagating into non-school district areas and not being used as intended.

A best practice when providing Wi-Fi services is to include a guest network for users who need access to the Internet while visiting the school. Guests must be relegated to basic internet access with limits on streaming and other high traffic applications. Often guest users are passed through a captive portal provided by a network access controller. This traffic is separate from district authenticated user wireless traffic. Guest usage is typically slowed if authenticated user access demand increases. The district IT staff must be capable of quickly bringing down the guest access if there is an issue that demands it. In most applications accessing a guest network should require users to accept terms of access (think of a hotel) and in some cases require device and user registration. Authentication for guest access is the ultimate solution where a dynamic, configurable and pre-shared key – unique to each guest user – can be created and setup to expire. In essence, the district must balance convenience from security and open access for anyone specifically since the Wi-Fi signal may bleed over into public spaces.

Gwinnett County School District in Suwanee, Georgia utilizes active directory to manage user login credentials for computers, network authentication, file server access and a number of other titles that require usernames and passwords. Active Directory is the industry standard for enterprise-level user management, and provides network administrators with granular controls to effectively manage large numbers of users.

As a means of augmenting the district mobile device offering, Saratoga Springs City School District in New York utilizes student device authentication and threat assessment tools to manage the district BYOD (bring your own device) initiative. Students must log into the designated “student” wireless network with their BYOD device. This enables the district to provide high quality, secure access to students while managing and cataloging device usage to guard against both malicious behavior and outside threat protection.

#### **COMMENDATION 8-C:**

**The district has embraced support for mobility through investments in a district-wide Wi-Fi service in all facilities.**

#### **TIER 2 RECOMMENDATION**

##### **Recommendation 8-3:**

**Provide Wi-Fi access for educational purposes and require personal devices to authenticate utilizing active directory to manage user credentials.**

The district policy for authentication for students to access the network via logins through active directory should be reviewed and include a focus on requiring passwords at all levels. The district must finish the integration of active directory with the student information system and ensure that all students are identified and using the network.

District policy needs to take into account that students currently bring devices into school and are allowed (if not by policy) to connect to the Wi-Fi and use these devices throughout the day. A policy that does not allow for, or realistically guide faculty and staff on acceptable student use of personal devices, or support in some way a BYOD promotes confusion for all and is not in line with the realities faced by today's students and teachers. The district student handbook regarding the use of electronic devices and cell phones does not provide a strong sense that the district is encouraging the use of technology and is supportive of a program where personal devices can be used for valid educational purposes.

## IMPLEMENTATION PLAN

1. The director of technology will develop and implement the policy on active directory and network authentication.
2. The director of technology will configure filters and WLAN controllers to pull from active directory.
3. The technology roundtable will review policy for guest Wi-Fi.
4. The director of technology will review policy for bring your own device.
5. The director of technology will lock down and secure the wireless network.
6. The technology director should create a necessary infrastructure and process changes needed to provide a quality guest network. Review technical solutions to provide for high security and controls of the guest network.
7. The technology department will monitor access and report to district and building leadership.

## FISCAL IMPACT

The hardware and software governing the wireless infrastructure is capable to perform the recommended activities, however, it is expected that additional licensing or configuration of the network will be needed. This may include implementation of a network access control solution and captive portal for wireless users. It should be noted that a network consultant may be required to assist in this design and implementation in Year 1, while the Technology Department has the capability to perform tasks of network maintenance after this initial implementation.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Licensing and configuration support	(\$20,000)	(\$5,000)	(\$5,000)	(\$5,000)	(\$5,000)
Consultant	(\$10,000)				
<b>TOTAL COSTS</b>	<b>(\$30,000)</b>	<b>(\$5,000)</b>	<b>(\$5,000)</b>	<b>(\$5,000)</b>	<b>(\$5,000)</b>

## FINDING

Expectations for IT service delivery are not clear and is not monitored, measured, and reported.

Key performance indicators are not clearly defined and measured in the district's IT department. Based on feedback from stakeholders it is generally agreed that IT works hard and delivers quality support service, however, the measures each stakeholder used are anecdotal and based on unclear and subjective expectations. A review of the measures for employee performance reviews in IT indicates these are not tied to measures of user satisfaction based on pre-defined expectations as well as customer feedback following interaction with the IT department.

During the IT focus group it was disclosed that a common practice exists for end users to directly contact IT staff for support –bypassing a formal process and without the process to capture and document these support request incidents. This informality of skipping documentation of support needs creates a gap in a key process step resulting in loss of understanding of key performance measures related to support. In addition, it is nearly impossible to measure results against predefined expectations, i.e. service level agreements (SLA). In addition, it is difficult to understand where efficiency can be applied since the type, quantity and level of effort required to support the district's IT operation is not available.

The district has a wide variety of tools available at no additional cost that can be leveraged to make the provision of quality and timely support more efficient. For example, the district is not using the data it has to develop solutions to issues and develop more efficient support processes. It appears that there is minimal cross sharing of information between the field technicians resulting in technician isolation and repeated problem diagnosis due to this isolated approach. In addition, reporting on the delivery of services is not being shared with stakeholders and based on understood and agreed levels of service.

The district has multiple tools to monitor and track the status of IT support requests as well as the necessary tools to monitor the infrastructure. There is currently a support tracking system being used and the district IT department has logged a substantial number of work order/tickets in this system. Currently there are 14 field technicians servicing the district technology in schools.

A review of ticket documentation provided for the year 2014 shows there were 10,144 issues documented with an overall average weighted age to resolution of 7.21 days - regardless of category and expectation. Each technician on average is closing about 724 tickets per year or about four tickets per day based on 180 days (they are 240-day employees). This data does not include support provided that does not get documented in the ticket system. It was widely reported the district strives to address and close all tickets within one day, in addition, each technician's performance goal is set in the IT department's performance measure which states it will address new work orders within 48 hours with a personal contact, maintain less than 10 work orders open, and have less than two work orders per school open longer than one week. Although these measures for performance are set by the IT department, the actual performance results are not transparently available nor are there regular reports indicating progress on the measures.

The IT department does not maintain a central helpdesk. The IT department does not have a service and/or support manager. The IT department has not adopted a service management program such as the Information Technology Infrastructure Library (ITIL). From this review the

district is clearly reactive to IT support issues and struggling to meet the goals for support an average 7.21 days to close a ticket.

The district has many of the tools to monitor and administer the network. There is a limited use of data to support investment and upgrade decisions using capacity planning. For example, it was reported the district is moving to a new higher speed Internet access service at 3Gbps. It is unclear the current need and the measures the district has used to determine the requirement for such vast Internet access capacity. At the same time the district out-of-pocket costs for its Internet access and wide area network (WAN) are under \$1,000 per month since the state of South Carolina is supporting the provision of this service. Information on the cost to the state and potential savings to the state is not available. There are inefficiencies in the network that could reduce overall Internet access demand. For example, a review of a firewall report provided by the district revealed nearly 20 percent of the Internet bandwidth consumed was for devices on the network to download Microsoft updates over the district's network. Through deployment of Microsoft Update Services this Internet demand could be offloaded from the Internet to local district servers relieving this bandwidth demand from the Internet access and network.

## **TIER 2 RECOMMENDATION**

### **RECOMMENDATION 8-4:**

**Adopt the Information Technology Infrastructure Library (ITIL) service management as one of the industry accepted and best practices for the delivery of IT as a service.**

Dependence on IT in the education environment is now comparable to the need for electricity and water. IT has grown rapidly and the response to this growth has been a challenge for most districts. In order to progress and improve it will be necessary for the district to develop increased visibility and understanding of the services offered and supported by IT and how these are being delivered. The district should adopt a service-oriented model based on industry accepted and adopted best practices such as that provided through the Information Technology Infrastructure Library (ITIL). The transformation of the organization provides a new focus on service delivery and transparency of service delivery built around continuous service improvement. Through adoption of a service management program, the district will obtain clarity and information leading to better decision making and overall efficiency improvement with the confidence necessary to support the investments and operating costs for technology. The depth and breadth of ITIL can be overwhelming and adoption of the processes is a long term commitment which in the end has proven beneficial to IT organizations both small and large.

As part of the reorganization of IT, we recommend establishing a new service manager position which will be ITIL certified and also charged with focusing on efficiency improvements. We recommend that the service manager look internally and on service improvement, reporting and efficiency across the IT operations. Over time technicians can begin to specialize and become more efficient. At the same time the district must begin to lean more on contracted resources for support.

## IMPLEMENTATION PLAN

1. The district will adopt the Information Technology Infrastructure Library (ITIL) Service Management as the basis for how the IT organization will operate.
2. The director of technology should hire a consultant to provide a full day retreat providing an introductory overview of ITIL for the entire IT organization and establish short term goals for adoption.
3. The director of technology will update processes to ensure all support requests are being captured and managed against a goal for response. Determine the service desk tool that will be used by IT, ensure this is compliant with the service management program adopted (or at a minimum that the district has adopted the basic frameworks for incident, problem and request management).
4. The director of technology will develop and publish the district service catalog.
5. The director of technology will establish service delivery measures (service level agreement, i.e. SLA) and dashboard providing transparency for performance expectations linked to services in the service catalog. Ensure all performance expectations SLAs are published and the actual performance is visible to stakeholders. Ensure the end user device service is measured and visible (performance) and several other key services including incident support (i.e. open to close time), request fulfillment, and Internet access (availability and performance).
6. The director of technology will expand the ITIL program and providing training for all IT staff in the ITIL v.3 foundations. Consider requiring ITIL certification. The director of technology will establish a service desk, hire a service manager, who will monitor, and publish performance metrics based on defined SLA. Service manager will oversee IT internal operations with a dotted line responsibility.
7. The technology department will develop a comprehensive configuration management database (CMDB) which includes expanded and improved asset management.
8. The technology department will continue investment in adoption of ITIL.

## FISCAL IMPACT

In Year 1, the district will need to provide time for leadership to obtain the training to become ITIL literate. In addition we recommend a consultant be engaged to introduce and develop the ITIL adoption strategy and develop the reorganization plan for IT. In Year 2, the district should invest in providing ITIL training and certification (4 people @ \$3,000) and expand on the ITIL adoption throughout the organization by having certified resources provide training to all IT resources. In addition, the district should define and fill the service manager position. A key to the reorganization will be a shift in some of the support being provided through Category 2 E-Rate. The resulting savings will help to fund the service manager. In Year 3, continue to invest and adopt ITIL and transformation of the IT organization. Separate the savings and cost line below.

<b>Recommendation</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>
Consultant	(\$5,000)				
ITIL Certifications		(\$12,000)			
Ongoing ITIL training			(\$10,000)		
Reorganize and create the service manager position \$65,000 and provide three coordinator positions with \$5,000 annual increase		(\$80,000)	(\$80,000)	(\$80,000)	(\$80,000)
Reorganization and transfer of Wi-Fi network management to E-Rate contract		\$100,000	\$100,000	\$100,000	\$100,000
<b>Total Cost</b>	<b>(\$5,000)</b>	<b>(\$92,000)</b>	<b>(\$90,000)</b>	<b>(\$80,000)</b>	<b>(\$80,000)</b>
<b>Total Savings</b>		<b>\$100,000</b>	<b>\$100,000</b>	<b>\$100,000</b>	<b>\$100,000</b>
<b>TOTAL COST/SAVINGS</b>	<b>(\$5,000)</b>	<b>\$8,000</b>	<b>\$10,000</b>	<b>\$20,000</b>	<b>\$20,000</b>

## **FINDING**

IT disaster recovery and business continuity plan are areas in need of improvement including priorities for the Voice over IP (VoIP)/E911 systems, data privacy and protection, and centralized management of laptops and devices.

Based on interviews and documentation reviews the current disaster recovery and business continuity (DR/BC) for the district is minimally addressed. From an ongoing business process perspective the current plan does not get updated regularly as the district IT environment undergoes continuous change. It is unclear if the district's critical administrative systems are addressed for data backup which must be addressed as a minimal component of any DR plan. The current DR plan includes a list of servers but is not clear what is performed with them regarding backups and process for recovery of these services. In addition the current plan does not address all key services provided by the district, expose key dependencies on critical infrastructure components and provide guidance on prioritization of restoral based on pre-defined service levels in the district.

The district's technology plan identifies "Monitor all aspects of the data and voice network to insure a 99 percent uptime for all network resources using a variety of monitoring tools". This strategy/activity reflects the concepts and understanding that a DR/BC planning is important but based on a review the comprehensive planning that is needed has not occurred. In addition, a global expectation for service delivery of 99 percent uptime represents 87.6 hours per year that

it is acceptable that data and voice network be unavailable. Certainly downtime of the data and voice network would not be acceptable during much of the school day and for most critical periods such as online testing, zero downtime should be expected. Currently, measures for IT service delivery are unclear regarding and these measures need to be carefully developed and include contractors and underpinning providers as well as ability to respond as a component. In addition it is unclear based on the current DR plan what systems and services are covered, what systems are not, and for what potential risk are they being managed, 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 agreed and which services are priorities for restoration.

The district has embraced and is slowly moving toward a VoIP-based telephone solution. Currently the district is converting one or two schools per year based on availability of funding and estimates it is about 50 percent complete with about ten facilities remaining. New schools and renovated schools receive a VoIP based solution as a standard telephone system. The district has a centralized call manager service handling setup of all VoIP calls district wide. The call manager service is a single point of failure and fortunately the district has smartly planned a backup call manager option in case of a failure. The backup/failover call manager option has not been successfully tested. If a failure should occur in the primary call manager service district-wide telephone service will be being impacted. In addition during interviews it was reported that E911 services are a problem and may not be functioning as part of the VoIP project. This must be prioritized and corrected immediately.

The district's IT department issues a laptop device to teachers and administrators; as part of this process there is little ongoing IT oversight once deployed including backup support. Most users that are issued a laptop device perform independent day to day management including backup, installation of software, and basic administration. Servicing of the hardware is the responsibility of IT and the district purchases devices with warranty coverage. The unusual practice of allowing end user administration may open the district to significant risk particularly in areas of overall protection of stored data. In addition device security including access and use outside the district is most important particularly with regard to the Family Educational Rights and Privacy Act (FERPA). It is possible that protected data may be stored on mobile devices and laptop computers may be accessible without appropriate access controls. Staff and administrators may not be trained to understand how to protect data and maintain policy on the computers and administrative controls may not be strong enough to protect accidental data leakage, data loss or theft.

In light of the findings the district should review insurance policies related to IT including employee theft, computer fraud, and funds transfer fraud as well as electronic data processing equipment including media and data. Additional detail on this finding can be found in Chapter 3 (Financial Management).

In terms of key network infrastructure components, some critical components are functioning as single points of failure such as the district firewall and internet access. It is important as part of the district's disaster recovery/business continuity planning that it understand and address major single points of failure.

Of particular concern are the following, which should be considered as priority areas to address:

- Continuity of communications, including E911, particularly VoIP service and during an Internet network and power outage;
- Backup and security of laptops issued to teachers and administrators;
- Single points of failure in the network core and at each building level network; and
- Draft and adopt a data privacy, protection, and responsibility policy.

## **TIER 1 RECOMMENDATION**

### **RECOMMENDATION 8-5:**

**Develop a comprehensive disaster recovery and business continuity plan, immediately address E911 and ensure the service is tested and working in all schools.**

The district should 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 and protect district data.

Developing a DR plan that is specifically suited to DSD 2 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 SLAs determine the extent to which the district can guarantee recovery for each asset and how this impacts and defines the RTOs. The DR 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.

The policy for issuing laptops to district staff including teachers and administrators should be reviewed. Currently staff and teachers are issued a laptop and it is up to the individual user to maintain and support this device as the administrator. This policy does not afford the district IT reasonable and needed administrative controls over the device. As a result the user may have full control to install applications and change system settings as well as take the device off the district network. Although this gives the end user ultimate control and flexibility, it also presents certain challenges for them such as back up of the computer's drives and cannot guarantee that security controls are maintained. Many users have purchased external hard drives and perform data backups to them further demonstrating the data management challenges and risk. Many administrators and teachers use the device outside of the school's network and are potentially transporting sensitive and protected data. The district must immediately develop a data privacy and protection policy, followed by a review of the district's policy for distribution of laptop computers.

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

1. The director of technology will address E911 issue.
2. The director of technology will develop a district data privacy, protection, and responsibility policy.
3. The director of technology will present for board approval the district data privacy, protection, and responsibility policy.
4. The service delivery manager will address administration of laptop computers and data protection.
5. The director of technology will develop the disaster recovery and business continuity plan: a. Develop a comprehensive list of hardware and software assets. Ensure each item in the list includes data for failure recovery time, access, management credentials, and configuration management. b. Develop a list of services and map each hardware and software asset to the services. Define the SLA for each service and assess if the service can be provided under the SLA.
6. The director of technology will identify key areas of vulnerability and incorporate these into the district's IT capital improvement plans.

## FISCAL IMPACT

Resolving the E911 issue must be prioritized and the district IT staff need to be provided the time necessary to resolve the issue. If the district cannot address this issue, a network engineer consultant should be hired to develop and test the E911 system and certify its operation. If the district chooses to not address this issue internally, they should create an RFP and have an external network engineer perform the work. The cost to do this work is unable to be determined at this time and would be based on the responses to the RFP.

If the district develops, implements, and tests a comprehensive disaster recovery and business continuity plan internally, it is estimated to take approximately two (2 - 4) weeks. However, if a consultant is hired to conduct the work, it typically can be accomplished within 10 to 20 days.

Development of the data privacy, protection, and responsibility policy can be developed internally, it is estimated to take approximately one (1) week of effort. There is no financial impact if the district performs the work

### 8.4 Hardware and Software

## FINDING

DSD 2 is a model district in regard to the equitable access to technology tools across the district.

Several interviewees mentioned that all schools possess a base-level set of technology tools available to teachers and students (all classrooms have an interactive whiteboard, laptop

docking station, and at least one desktop computer). “There are no have-not schools” in this district was a phrase spoken on multiple occasions. Site visits confirmed that there is great uniformity among classrooms and library/media centers throughout the district.

Each building has multiple computer labs that enable all students to have regular access to a computer, an example of which is that all K-5 students have 40 minutes of scheduled computer time every day. This demonstrates an impressive commitment to allocate physical and human resources to ensure equitable and regular access to technology tools. To demonstrate further how dedicated the district is, DSD 2 has subscribed to the Waterford Early Learning suite of educational software to help K-2 children gain and master computing skills.

**COMMENDATION 8-D:**

**DSD 2 has made a substantial commitment to provide an equitable distribution of computer tools across the district and ensure that all children have regular access to computers as part of their learning environment.**

**FINDING**

The survey results from question #7 previously shown in **Exhibit 8-1** highlights a general consensus across the district that the district’s technology equipment is often used past its useful lifespan.

**Exhibit 8-5** demonstrates that among all questions posed to district staff, this received the lowest marks from every member group among all survey items.

**EXHIBIT 8-5  
TECHNOLOGY EQUIPMENT QUESTIONS**

<b>VARIABLE</b>	<b>TOTAL</b>	<b>TEACHER</b>	<b>SCHOOL ADMINISTRATOR</b>	<b>DISTRICT ADMINISTRATOR</b>
The district's technology equipment is often used past its useful lifespan	2.77	2.78	2.75	2.79

Source: Tidwell & Associates, Inc. 2015.

**TIER 2 RECOMMENDATION**

**Recommendation 8-6:**

**Explore purchasing Chromeboxes to replace student Windows desktop computers and running a virtual desktop interface to deliver web-based applications that may not run on Chrome OS.**

A Chromebox is a desktop version of the Chromebook and is a device no larger than a typical hardcover novel. Chromeboxes utilize the same browser-based operating system as Chromebooks, and would take advantage of the same administrative tools already deployed to manage the district’s Chromebooks. There would be no additional costs to manage Chromeboxes, and would result in a savings regarding time spent managing these devices as they update automatically and require little (if any) technical support once deployed.

By deploying a virtual desktop interface, the district can provide easy access to any number of programs, web-based or Windows-based on Chromeboxes while taking advantage of the ease of use and maintenance that Chromeboxes provide. Market leaders in this space such as VMware offer desktop as a service to provide secure access to Chrome OS users to a variety of web-based and Windows applications.

Providing access to Chromeboxes would greatly reduce the support required of desktop computers and free up time for district technicians. A virtual desktop environment would further increase efficiencies by centralizing updates, simplifying application deployment, and providing greater control over user access to appropriate applications.

### IMPLEMENTATION PLAN

1. Technology roundtable reviews current computer refresh policies and establishes a Chromebox pilot program.
2. Technology roundtable reviews feasibility of Chromebox computers and a virtual desktop environment.
3. Technology roundtable interviews other districts using Chromebox computers with a virtual desktop environment.
4. Technology roundtable makes a recommendation to the technology director and superintendent on the course of action using Chromeboxes as an alternative to Windows computers in the learning environment.

### FISCAL IMPACT

Chromebox adoption will reduce overall cost to the district to refresh on a one-to-one basis. For each Chromebox used to refresh a windows based desktop it is estimated the district will save a minimum of \$400 based on a \$600 desktop refresh. This estimate is based on the reuse of existing monitors, keyboards and mice. Since the Chromebox technology is lower in cost, the district can obtain nearly 3 times the workstations for the same investment or lower its capital cost for refresh of desktop computers. In some cases a Chromebox may not suffice and the district should examine this on a case-by-case basis. In addition, the district should pilot delivery of virtual desktop (i.e. Desktop as a Service or DaaS) as part of this solution.

Note the numbers below are reflective of reduced costs over the traditional refresh the district is currently using. The savings are realized and can be used to invest in additional equipment or services.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Pilot five 30-station computer labs with Chromebox technology. (150 stations total pilot)	\$60,000				
Refresh 500 desktops with Chromebox per year. Years 3 – 5 reduced to reflect the need for monitors and keyboards		\$200,000	\$150,000	\$150,000	\$150,000
<b>TOTAL SAVINGS</b>	<b>\$60,000</b>	<b>\$200,000</b>	<b>\$150,000</b>	<b>\$150,000</b>	<b>\$150,000</b>

## FINDING

DSD 2 does not have a unified vision regarding a mobile computing strategy between senior administration, the technology department, ITS, and the faculty.

Across interviews, site visits and focus groups, there was conflicting information regarding the direction of the district's mobile computing strategy, complete with misinformation, and in some cases a disinterest in exploring solutions that have had significant positive impacts at similar school districts, and could result in a tremendous savings for DSD 2.

The district has an existing relationship with Microsoft and an existing software agreement that will provide students, faculty and staff with Microsoft Office 365 - the standard MS Office suite of tools and cloud storage at no additional cost. Building upon the Microsoft ecosystem are plans by the technology department to purchase HP Stream laptops, which are inexpensive laptops designed for student use.

Over the last year, DSD 2 has been piloting Google Chromebooks as a possible alternative to Windows-based laptops. There is strong evidence that the technology department did not provide any support toward helping this pilot achieve success, such that the pilot was deemed "wasteful" by some in senior administration. This pilot was hampered by the following:

- Managing student logins was cumbersome and tedious;
- Students had to login using a generic account;
- Many students were not trained how to access the Google Drive suite of tools; and
- The claim that the technology department was not trained on how to manage these devices, or that management was too cumbersome.

As a result of the difficulties above, and some compatibility issues regarding Java-based applications not running on Chromebooks, the district could be moving away from a Chromebook solution when, on the instructional side, many are having great success with Google Apps for Education as a collaborative tool.

Richland School District 2 has had tremendous success with a district-wide 1:1 Chromebook initiative. Positives include very low hands on support from the technology department, no need to touch the devices for maintenance or updates, and built in security protocol that makes the device inoperable should it be stolen.

## TIER 2 RECOMMENDATION

### RECOMMENDATION 8-7:

**Explore mobile computing solutions for each level within the district, and run true pilot programs with necessary technical support to ensure operational success.**

A pilot program is a fantastic way to test new technical devices in the field, and evaluate their performance against a number of criteria. When low level technical obstacles impede a pilot program's success, it is the district that suffers, as a true evaluation of a device's capability is impossible to accurately gauge. Also, a school district contains an extremely diverse population of learners in terms of age, ability, subject matter, and state assessment standards. These all

need to be considered in any district-wide strategy, and a one size fits all approach is seldom the answer.

By revisiting the Chromebook pilot and measuring against a deployment of similarly priced Windows-based machines, DSD 2 could generate enough data to ensure that their mobile strategy would work for all students across the district. In such a review, the technology roundtable would need to identify grade levels where software requirements of curricular decisions would limit the usefulness of Chromebooks. Software such as Java does not run on a Chromebook, but will run on a Windows-based computer, and since the Waterford Early Learning system is built on Java, those classrooms using this application may not be the best choice for a Chromebook deployment.

**IMPLEMENTATION PLAN**

1. Convene a meeting with the technology department and ITS team to review the Chromebook pilot and identify technical shortcomings that may have hampered the pilot.
2. The technology department will contact Google Apps for Education support for assistance in configuring the administrator panel and enrolling Chromebooks.
3. The technology roundtable will reach out to similar districts with successful mobile device programs and study the devices and deployment models from 1:1, classroom-based 1:1 and BYOD.
4. The technology roundtable will meet to discuss appropriate mobile technology tools for grade levels taking into account current software requirements, teacher input, state assessment guidelines and subject matter requirements.

**FISCAL IMPACT**

In terms of device selection, the HP Stream and certain Chromebook models are similarly priced. There is a savings in the time required to support these mobile devices. Windows machines will require periodic updates and even re-imaging through the device’s lifecycle. Chromebooks do not require updates, or hands-on management by a field technician. They very seldom require any intervention from a service team member, which speaks to why many districts have been quick to adopt these devices across the country. If Chromebooks were added in a great quantity to those devices already deployed, there would be little need to hire additional staff, and would result in a cost savings over going with Windows-based machines that would require staff to provide support.

<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 for support of Windows-based machines	\$0	\$45,000	\$45,000	\$45,000	\$45,000

## FINDING

There is no mobile device management system in place to manage the district's 2,000+ iPads and the technology department has no role in currently managing these devices.

The iPad is a terrific personal device, and has found extremely high adoption rates in K-12. Its portability, long battery life, and unique application offerings has made iPad the tablet of choice in many school districts across the United States. However, as useful as these devices are, they have proven to be very difficult to manage in large numbers without adequate management software, especially when used as a shared device as opposed to a 1:1 device.

DSD 2 has deployed a large number of iPads, and has missed many steps necessary in a deployment of this size, among them ensuring device security and application purchasing compliance. There are great inefficiencies in the management of these devices which has in large part been handed over to the non-technical staff of the ITS team. The ITS team has done an admirable job managing a large number of devices under the most difficult of circumstances, and has not taken advantage of any software recommended when managing iPads in this quantity. The district is in the process of evaluating mobile device management (MDM) solutions, and this will most certainly positively impact the management of the district's iPad deployment.

Montvale Public Schools in Montvale, New Jersey, has had a 1:1 iPad program for several years and has been successfully using an MDM to deploy applications, provide device security, and monitor student use. The technology department plays the lead role in managing these devices so that the instructional support team can spend their time assisting with device integration as opposed to device technical support. With an MDM they are able to manage a large number of devices in one central location which has resulted in reduced staff time spent handling individual devices for updates and support. Although their method of deployment is different to what is planned for DSD 2, a 1:1 versus shared on a cart, the management is quite similar. Apple continues to improve the management tools available to MDM vendors making these devices easier to manage and electronically secure.

## TIER 1 RECOMMENDATION

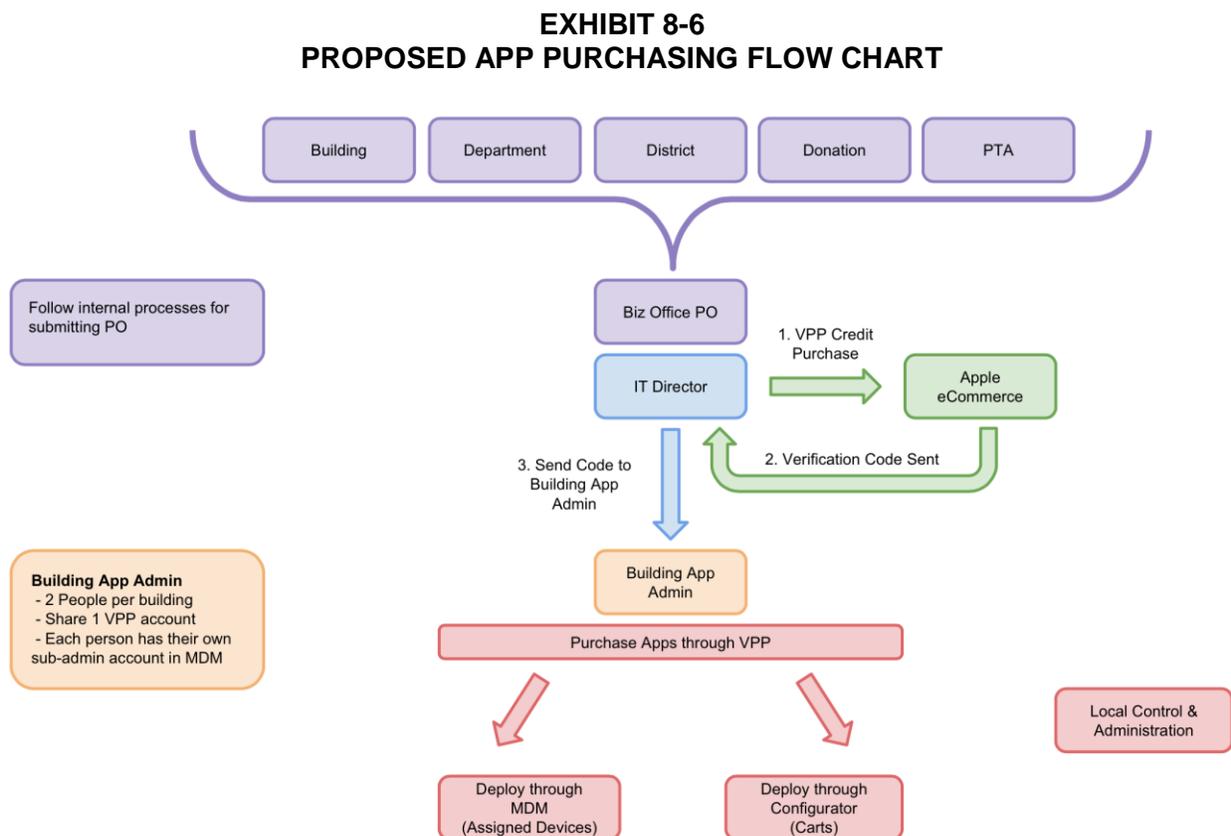
### Recommendation 8-8:

**Ensure that the technology department leads the support and development of the mobile device management (MDM) solution, and establishes procedures for application purchasing with buildings and departments.**

It is essential that the technology department handle the management of both the MDM and district iPads. This is one entity in the district tasked with the duty of ensuring that district digital infrastructure and tools are adequately supported, allowing the ITS team to spend their time supporting the use of these devices as learning tools. The ITS team can certainly play a role in setting up the procedures within the MDM and assist with deployment activities, however, it is not recommended that a non-technical staff be primarily tasked with routine maintenance and troubleshooting of technical devices. District faculty and their students are the ones being negatively impacted by the current scenario when ITS instructional support time is used for device maintenance.

Regarding application procurement, procedures need to be established that clearly illustrate who can purchase apps for iPads and the manner in which they can be deployed. All MDMs allow for different levels of user abilities, which provides the opportunity for non-technical staff (e.g. special education department and building level staff) to purchase and deploy apps for student and faculty use.

**Exhibit 8-6** illustrates one possible scenario to manage iPad application procurement and deployment. In this scenario, funds to purchase an application can come from a number of sources, the building, department, district, and donations or the PTA. These funds need to be converted into a purchase order whereby the individual responsible for purchasing credit in Apple's eCommerce site can proceed, in this example, it is the IT director. Once credit is purchased, an application administrator takes over the deployment process in one of two scenarios, either through the MDM or individually using Apple's configurator application. This application administrator can be anyone from a secretary in the special education office (for special education specific applications) or a building ITS. In this way the technology department has a hand in application deployment, but is relegated to a higher level support role, and allowing for local control of deployment.



Source: Tidwell & Associates, Inc. 2015.

## IMPLEMENTATION PLAN

1. The technology department evaluates MDM solutions, complete with product demonstrations.
2. The technology director will identify an individual who will manage the MDM solution.
3. The technology director and MDM manager will visit school districts using the top two MDM solutions for a final evaluation of the product in a real life deployment.
4. The technology department will deploy MDM solution and enroll all iPads into the system.
5. The technology department and technology roundtable will determine a procedure specific to DSD 2 based upon Exhibit 8-6 to manage application procurement and deployment.

## FISCAL IMPACT

Since the procurement of a mobile device management solution is already underway, there will be minimal financial impact as a result of this recommendation. There will need to be a shuffling of current technology department personnel to fulfill the role of MDM manager, and the department has the staff to accommodate this additional title.

### 8.5 Administrative

## FINDING

The district has recently recognized the need for improved workflow and organization for technology purchases.

Historically there has been lack of a centralized and coordinated effort for alignment of technology purchasing with the district overall goals leading to inefficiency and in some cases lack of full return on investment. Recently the district has implemented a technology request process supported by the perfect forms tool. Technology requests are submitted via the perfect forms tool and the workflow includes a review of the purchase by the technology roundtable. Since the technology roundtable has a broad stakeholder representation this group is able to ensure the technology being purchased meets with the technology standards, financial requirements, as well as instruction goals for the district.

## COMMENDATION 8-E:

**DSD 2 has developed and refined an efficient workflow process for purchasing technology equipment.**

## FINDING

Recent E-Rate modernization provides new opportunity and the district maximizes E-Rate funding.

Over the past four years, E-Rate funding for DSD 2 has been relatively flat with awards averaging \$200,000 in Internet Access and Telecomm Services (Priority 1) categories. The

district has also filed for funding under Internal Connections (Priority 2) category in 2012. The district has applied for funding in Internal Connections each year. Internal Connections funding has not been awarded due to lack of available funds resulting in denials for funding requests in this category.

**Exhibit 8-7** below is a summary of all E-Rate filings and results for filings from 2012 through 2015 for DSD 2 school district. This exhibit shows requests (i.e. Sum of Original Commitment Request) for Internal Connections (Priority 2) and Internet Access and Telecomm Services (Priority 1), the awarded amount (i.e. Sum of Committed Amount) and the amounts that have been paid out (i.e. Sum of Total Authorized Disbursement).

**EXHIBIT 8-7  
E-RATE FILINGS 2012 - 2015  
DSD 2**

Dorchester 2 - E-rate filings	Sum of Orig Commitment Request	Sum of Committed Amount	Sum of Total Authorized Disbursement
<b>2012</b>	\$ 930,002.27	\$ 191,914.99	\$ 181,042.55
INTERNAL CONNECTIONS	\$ 738,087.28	\$ -	
INTERNET ACCESS	\$ 18,047.69	\$ 18,047.69	\$ 18,047.69
TELCOMM SERVICES	\$ 173,867.30	\$ 173,867.30	\$ 162,994.86
<b>2013</b>	\$ 395,764.94	\$ 193,884.25	\$ 187,523.56
INTERNAL CONNECTIONS	\$ 201,880.69	\$ -	
INTERNET ACCESS	\$ 18,338.78	\$ 18,338.78	\$ 18,338.78
TELCOMM SERVICES	\$ 175,545.47	\$ 175,545.47	\$ 169,184.78
<b>2014</b>	\$ 429,437.60	\$ 207,444.01	\$ 57,380.22
INTERNAL CONNECTIONS	\$ 215,408.06	\$ -	
INTERNET ACCESS	\$ 19,840.03	\$ 19,229.57	
TELCOMM SERVICES	\$ 194,189.51	\$ 188,214.44	\$ 57,380.22
<b>2015</b>	\$ 70,810.52		
VOICE SERVICES	\$ 70,810.52		
<b>Grand Total</b>	<b>\$ 1,826,015.33</b>	<b>\$ 593,243.25</b>	<b>\$ 425,946.33</b>

Source: E-Rate funding data as download from [www.usac.org](http://www.usac.org) March 17, 2015

Note that 2015 funding year is still open for filing and may not represent the final figures.

The E-Rate is a program managed by the Federal Communications Commission (FCC) Schools and Libraries Division (SLD) and provides over \$2.3B 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 DSD 2. In addition, in 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>1</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 “Category 2” for network-related services inside of the district school facilities. For DSD 2, the changes will impact the budget specifically targeting the reduced funding for cell phone, web hosting, and telephone/voice related services. At the same time new opportunity for support through E-Rate has been added in Category 2. Category 2 will be formula-based and limited to \$150 per student before discounts over a five year funding period. This includes support in areas such as internal networks, including Wi-Fi infrastructure. Additional information can be found at <http://www.fcc.gov/page/summary-E-Rate-modernization-order>.

The district has a history of filing for and receiving E-Rate funding in support of Priority 1 telecommunications related services. This includes funding for services in the three major categories, i.e. telco, cell phone, and web hosting. These services are provided by companies including Verizon Wireless, Edline LLC, South Carolina Net, Inc., Bell South Telecommunications LLC.

For the current year, the district’s Priority 1 service is estimated at out of pocket \$115,256 with E-Rate support of about \$215,029 for total Priority 1 services cost of \$329,276. 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 DSD 2 beginning in 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 \$91,439.36.

On the positive side of the E-Rate modernization under Category 2, DSD 2 is eligible for \$150 per student over a five-year period starting July 1, 2015 for services and equipment including Wi-Fi and other network enhancements. At the current discount rate for the district (about 65%) and based on the current student population this equates to support for about \$3.6M in projects and about \$2.34M in E-Rate funding. The district will need to provide their share of (about 35% or \$1.26M) out of pocket spending to receive the available funding.

The State of South Carolina provides 3Gbps of Internet services and a comprehensive Ethernet based wide area network. Based on minimal testing and a review of the design of the wide area network (WAN) and Internet services provided, the state appears to be meeting the requirements for the district. The district is able to obtain increased levels of bandwidth if needed and the district has requested additional capacity. The state provides monitoring of the district’s Internet access for security and bandwidth usage. The district can request additional capacity from the state directly, which files on behalf of the schools receiving about \$25M in E-Rate funding for Internet and wide area networks services and the contract is awarded to South Carolina Net DBA Spirit Telecom.

The current Wi-Fi network deployed in DSD 2 is based on a coverage model. Although this is adequate for light use, it will not support full 1:1 and / or BYOD.

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<sup>1</sup> <http://www.fcc.gov/guides/universal-service-program-schools-and-libraries> March 21, 2015

## TIER 1 RECOMMENDATION

### RECOMMENDATION 8-9:

**Maximize E-Rate and develop a strategy to reduce costs for telecommunications services that no longer have E-Rate support.**

The district needs to develop a strategy to address Category 1 changes in funding, particularly telecommunications, cell phone and web hosting services. This strategy should address the return on investment (ROI) and total cost of ownership (TCO) for the immediate and district-wide adoption of VoIP including a faster migration to Session Initiation Service (SIP) for the support of access to the Public Switched Telephone Network (PSTN).

Based on current year's filings and without any changes in services the district is facing a \$917,748.72 reduction in E-Rate funding over the next five years as shown below in **Exhibit 8-8**.

**EXHIBIT 8-8  
E-RATE FUNDING REDUCTION FOR DSD 2**

<b>YEAR</b>	<b>REDUCTION</b>
Year 1	\$ (122,590.17)
Year 2	\$ (163,229.89)
Year 3	\$ (203,869.60)
Year 4	\$ (214,029.53)
Year 5	\$ (214,029.53)
<b>Total</b>	<b>\$ (917,748.72)</b>

Source: Tidwell & Associates, Inc. 2015.

The district should immediately develop a Category 1 telco strategy to address this reduced E-Rate support for services. We are presenting a recommended strategy that is based on optimization as well as reduction of unnecessary Category 1 services.

We have developed the following strategy to reduce the impact of the E-Rate changes and show the effect of this in **Exhibit 8-9**. The resulting strategy will still require a budget increase for Category 1 services of about \$83,000 per year over the five-year phase of services under the old E-Rate program. Even under our recommended strategy, this equates to about a \$414,000 in additional out of pocket cost to the district. Without the implementation of a strategy, the district should be prepared for \$917,748.72 increase of this period or about an additional \$500,000 in out- of- pocket costs.

**EXHIBIT 8-9**  
**RECOMMENDED E-RATE REDUCTIONS FOR DSD 2**

<b>RECOMMENDED E-RATE CATEGORY 1 COST REDUCTIONS BY YEAR</b>	
Category 1 Area	Annual Reductions
Telco Year 1	\$ (10,000.00)
Cell Phone Year 1	\$ (40,000.00)
Web Hosting Year 1	\$ -
Telco Year 2	\$ (10,000.00)
Cell Phone Year 2	\$ (20,000.00)
Web Hosting Year 2	\$ (30,523.12)
Telco Year 3	\$ (10,000.00)
Cell Phone Year 3	\$ (10,000.00)
Web Hosting Year 3	\$ -
<b>Total After Three Years</b>	<b>\$ (130,523.12)</b>

Source: Tidwell & Associates, Inc. 2015.

The district should get aggressive and work on the strategy to reduce costs as this will have significant return on investment. The district should evaluate the need for wireless cards and wireless access for iPads distributed to all administrators. There may be unnecessary expenses particularly in light of E-Rate changes and the increased Wi-Fi access available and represents an area for significant cost savings.

The district appears to have maintained general awareness of the E-Rate changes and it was reported there is planning to file under Category 2; however, the review team did not see evidence to support this. The district has an E-Rate consultant to assist with the program for filing for support. The district should apply for all Category 2 funding within the first two years as funding is not guaranteed beyond Year 2, particularly for Wi-Fi managed services. The district should take full advantage of this opportunity to expand the Wi-Fi network to support full 1:1 and ensure the Wi-Fi network supports 802.11ac technology. In addition, the district should consider outsourcing the basic maintenance and support of the Wi-Fi which would provide some relief to the district's current technical resources.

Overall it appears the district must apply more attention and focus to E-Rate as the rule changes will impact the district budget and offer significant opportunity for support for continued investment in the district's Wi-Fi network. The district should look to obtain support for the Wi-Fi network through Category 2 of the new E-Rate program.

## IMPLEMENTATION PLAN

1. The director of technology will develop Category 2 strategy, issue RFP.
2. The CFO with support from 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: <ol style="list-style-type: none"><li>Hire a telco consultant to conduct and optimization and address strategy for telco and cell phone reductions.</li><li>Immediately optimize the telephone and cell phone services in Category 1.</li><li>Immediately review need for all administrators to have iPads with cell data service and eliminate services that are not needed.</li><li>Speed up VoIP service with migration off legacy telco services and integration of SIP via IP connection with a goal to reduce telecommunications costs.</li></ol>
3. The director of technology In Year 2 will continue to reduce costs for Category 1 services: <ol style="list-style-type: none"><li>Speed up VoIP service with migration off legacy telco services and integration of SIP via IP connection with a goal to reduce telecommunications costs.</li><li>Eliminate paid web hosting service.</li><li>Continue cell phone cost reductions.</li></ol>
4. The director of technology in Year 3 will continue to reduce costs for Category 1 services: <ol style="list-style-type: none"><li>Continue to reduce legacy telco services and transition to SIP.</li><li>Continue cell phone cost reductions.</li></ol>

## 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 or about \$3.6M in projects and E-Rate funding to support them of about \$2.34M. Category 1 funding is based on usage and is being limited to discounts for primarily Internet access services. Funding will be eliminated entirely for and Cell phone related data services and Web hosting services. In addition over the next 4 years the discounts for other voice related services decrease by 20 percent per year until completely eliminated.

The following list describes the column and table entries in the chart below.

- 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 goals for total cost reductions based on the recommended strategy presented.
- Current budget for E-Rate eligible services is the current spend for services and is assumed 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 budgeted amount of \$115,246.67.

- E-Rate strategy ROI Cat 1 is the ROI based on the E-Rate strategy telecom Cat-1 (reductions).
- 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 support 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, and we are recommending an aggressive Category 2 strategy.

Total telco costs	\$279,276	\$218,753	\$198,753	198,753	\$198,753
E-Rate strategy telecom Cat-1 (reductions)	\$(50,000)	\$(110,523)	\$(130,523)	\$(130,523)	\$(130,523)
<b>Recommendation</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>
Current budget for E-Rate eligible services	\$115,246	\$115,246	\$115,246	\$115,246	\$115,246
Out of pocket increase Cat 1 doing nothing	(\$237,836)	(\$278,476)	(\$319,116)	(\$329,276)	(\$329,276)
E-Rate strategy ROI Cat-1	\$36,500	\$98,023	\$127,273	\$130,523	\$130,523
Telco consultant	(\$10,000)	(\$10,000)	\$0	\$0	\$0
Subtotal Cat-1 i.e. budget increase	(\$96,090)	(\$75,206)	(\$76,596)	(\$83,506)	(\$83,506)
District share of E-Rate services Cat-2	\$0	(\$882,000)	(\$126,000)	(\$126,000)	(\$126,000)
E-Rate funding Cat-2	\$0	\$1,638,000	\$234,000	\$234,000	\$234,000
Subtotal Cat 2	\$0	\$756,000	\$108,000	\$108,000	\$108,000
<b>TOTAL COST/SAVINGS</b>	<b>\$(96,090)</b>	<b>\$680,793</b>	<b>\$31,403</b>	<b>\$24,493</b>	<b>\$24,493</b>

## FINDING

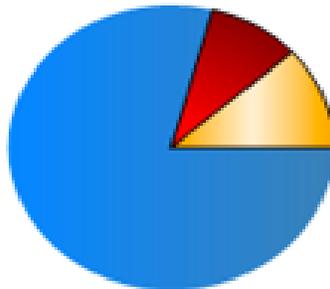
Blackboard Connect may be overused as a communication tool diminishing its power as an emergency notification tool.

Call notification systems are an effective way of quickly and easily notifying parents and guardians of emergency events to any number of groups within the district, from children on a particular school bus, all the way to district-wide notification. Interviews and a review of messages sent revealed that the call notification is being used in ways that can negate the effectiveness of this system in a true emergency.

**Exhibit 8-10** demonstrates that there may be overuse of Blackboard Connect as an outreach tool at the risk of parents ignoring notifications should an emergency occur.

### EXHIBIT 8-10 DSD 2 BLACKBOARD CONNECT CALLS TO FAMILIES SEPTEMBER 2014 – FEBRUARY 2015

\* Percentages are rounded to the nearest whole number



Source: Dorchester 2 Blackboard Connect Data Extract, 2015

**Exhibit 8-11** provides detailed data on the number of messages sent and calls placed from September 2014-February 2015. A more detailed analysis of the data would aid in determining the exact nature of each message, however, reviewing the section Top Sites Using Outreach, some parents may in fact be overburdened with calls from their school. A parent who had a child in the top elementary, middle, and high school would have received 268 outreach messages during a six-month span, which is more than 10 messages a week.

Glens Falls City School District in New York has developed a policy dictating when the call notification system is to be used, and the process for approving such messages. This helps to speed lines of communication in crisis, and reduce confusion during moments of great tension. For the families, it ensures that communication from the district using this tool is given top priority, and improves the rate at which communications are answered.

**EXHIBIT 8-11  
TOP SCHOOL DSD 2 SITES IN EACH CATEGORY  
SEPTEMBER 2014 – FEBRUARY 2015**

<b>BLACKBOARD CONNECT CALLS</b>		
<b>TOP SITES USING OUTREACH</b>	<b># MSGS</b>	<b># CALLED</b>
SUMMERVILLE HIGH SCHOOL	74	111,559
FORT DORCHESTER HIGH SCHOOL	107	90,096
WILLIAM REEVES ELEMENTARY SCHOOL	91	63,605
GREGG MIDDLE SCHOOL	70	57,773
ASHLEY RIDGE HIGH SCHOOL	106	43,456
<b>TOP SITES USING EMERGENCY</b>	<b># MSGS</b>	<b># CALLED</b>
DORCHESTER SCHOOL DISTRICT TWO	3	92,620
FORT DORCHESTER ELEMENTARY SCHOOL	5	3,061
GIVHANS ALTERNATIVE PROGRAM	1	38
<b>TOP SITES USING SURVEY</b>	<b># MSGS</b>	<b># CALLED</b>
ROLLINGS MIDDLE SCHOOL OF THE ARTS	3	6
<b>TOP SITES USING ATTENDANCE</b>	<b># MSGS</b>	<b># CALLED</b>
FORT DORCHESTER HIGH SCHOOL	127	19,886
ASHLEY RIDGE HIGH SCHOOL	147	19,390
SUMMERVILLE HIGH SCHOOL	150	18,484
GREGG MIDDLE SCHOOL	127	6,343
WILLIAM REEVES ELEMENTARY SCHOOL	105	6,329

Source: Dorchester 2 Blackboard Connect Data, 2015.

**TIER 3 RECOMMENDATION**

**RECOMMENDATION 8-10:**

**Develop a set of guidelines for using Blackboard Connect as an emergency and attendance communication tool with targeted community outreach criteria.**

DSD 2 school district has a number of tools to communicate with families and the community, in the form of a district website, materials sent home with children, and signage at each building.

Maintaining regular communication with families through the use of Blackboard Connect may not be the most effective means and runs the risk of parents ignoring emergency messages.

There are a number of ways that a school can stay in touch with parents, students, and the community which schools across the country have used with great success. Exploring best practices in using Twitter, Facebook, LinkedIn and YouTube would provide ample free resources that could augment a targeted approach to using Blackboard Connect as a community outreach tool. A set of guidelines for communication with families focused on emergency and attendance notifications would help to streamline the use of Blackboard Connect, and aid busy parents that when they are contacted by the automated system, that the message is of high importance.

### **IMPLEMENTATION PLAN**

1. Establish a committee of parents, students, teachers and administrators to review policies pertaining to call notification systems.
2. The committee will perform a detailed review of all messages sent out using Blackboard Connect.
3. The committee will review data from other districts using Blackboard Connect for community outreach, attendance, and emergency notifications.
4. The committee will review options to augment a targeted use of Blackboard Connect as an outreach tool through Twitter, Facebook, LinkedIn and YouTube.
5. The committee will recommend guidelines for the types of communications to be sent using Blackboard Connect.
6. Senior district administrators and building principals will review the recommended guidelines.
7. The district will adopt the finalized guidelines as the district procedure for sending messages through Blackboard Connect.

### **FISCAL IMPACT**

There is no fiscal impact with this recommendation, as the system is already owned by the district and is just a shift in procedure pertaining to the use of Blackboard Connect.



## **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 Dorchester School District 2 (DSD 2) 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: 966/1,837 (52.6%)**  
**Total Responses for District Administrators: 34/42 (80.9%)**  
**Total Responses for School Administrators: 68/76 (89.5%)**  
**Total Responses for Teachers: 850/1,719 (49.4%)**

A return rate of 70% is considered representative of the population surveyed. In the case of Dorchester School District Two, the response rates for district and school administrators were greater than 70%, indicating that results are representative of these categories. In comparison, 49.4% of teachers in the district responded to the survey, which is below the goal of 70%; thus, results 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, school administrator, district administrator) were generated for each item. Qualitative, open-ended items were analyzed for common themes.

## **Survey Results**

A total of 966 surveys were completed, with 850 (88%) teachers, 68 (7%) school administrators, and 34 (3.5%) district administrators. Fourteen (1.4%) respondents did not list their role affiliation. The number of responses reflects a sample that is representative of 52.6% of all staff in Lexington School District Four, with a response rate of 49.4% of teachers, 89.5% of school administrators, and 80.9% of district administrators responding to the survey.

Results from the survey are organized into the four sections listed in the above evaluation methodology section.

### ***Section 1***

Items in this section are rated on a 5-pt scale, with higher values representing greater agreement with the presented statement. Items with an average score of “4” or greater are considered areas where the district is especially effective and efficient. Items with an average score less than “3” are considered areas for improvement. Highlights from survey results are described below. Complete results can be found in the tables at the end of this document.

### **District Organization and Management**

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

- Overall, respondents agreed that the district has a long range strategic plan that guides the decision making process (M=4.22). District (M=4.74) and school administrators (M=4.63) more strongly agreed with this statement in comparison with teachers (M=4.17).
- Respondents also agreed that the district effectively communicates with parents and community members (M=4.23).
- Broadly, district administrators had greater agreement with items in this section than teachers. This was especially the case for the following items:
  - Most administrative practices in this school district are highly effective and efficient, with an average of 4.50 for district administrators and 3.79 for teachers.
  - The district effectively uses volunteers to assist with meeting district goals, with an average of 4.27 for district administrators and 3.56 for teachers.
  - The morale of teachers is good, with an average of 4.13 for district administrators and 3.20 for teachers.
- Both school (M=4.69) and district administrators (M=4.69) agreed more strongly than teachers (M=3.84) that the superintendent is accessible to district staff.
- Notably, teachers (M=2.96) had greater disagreement that they understood the district’s budgetary process in comparison with both school (M=3.97) and district administrators (M=4.32).

## **Human Resources**

Complete results for this section can be found in Table 2. Highlights include:

- Overall, there was less agreement that district salaries are competitive in the job market (M=2.71).
- Both district (M=4.32) and school administrators (M=4.19) had greater agreement that their work is appreciated by supervisors in comparison with teachers (M=3.58).
- District (M=4.48) and school administrators (M=4.26) also had greater agreement than teachers (M=3.57) that the district has a fair and timely grievance process.

## **Financial Management**

Complete results for this section can be found in Table 3. Highlights include:

- District (M=4.44) and school administrators (M=4.27) more strongly agreed that tax dollars are being well spent by the district in comparison with teachers (M=3.48).
- District (M=4.61) and school administrators (M=4.47) also agreed more strongly that the district spends an appropriate percentage of its budget on academic programs than teachers (M=3.82).
- District administrators (M=4.60) agreed more strongly than teachers (M=3.67) that the district is transparent in how it spends money.
- Both teachers (M=3.78) and school administrators (M=3.71) agreed more strongly than district administrators (M=3.12) that they complete an annual inventory of the equipment in their work area.
- District (M=4.44) and school administrators (M=4.26) agreed more strongly than teachers (M=3.42) that financial resources are allocated fairly and equitably to the district's schools.

## **Facilities Use and Management**

Complete results for this section can be found in Table 4. Highlights include:

- Overall, respondents felt that the district has too many portable buildings, with an overall disagreement score of 1.91.
- Respondents also felt that:
  - Schools do not have sufficient space and facilities to support the instructional program, with an average rating of 2.54.
  - There are facility and/or equipment concerns throughout the schools, with an average rating of 2.47.
- District (M=4.10) and school administrators (4.09) agreed more strongly that the district has a process for involving administrators, teachers, and support staff in planning new facilities in comparison with teachers (M=3.45).

## **Food Services**

Complete results for this section can be found in Table 5. Highlights include:

- Both teachers (M=2.62) and school administrators (M=2.66) had more disagreement that the cafeteria meals are appealing and appetizing in comparison with district administrators (M=3.21), suggesting that this is an area for improvement.

- There was high agreement across respondents that the school breakfast program is available to all children (M=4.37).
- There was greater disagreement among school administrators (M=2.40) than district administrators (M=3.44) that the district has a summer program for feeding students.

## **Technology**

Complete results for this section can be found in Table 6. Highlights include:

- All respondents generally agreed that they understand how to use technology as it relates to their job functions, with an overall average of 4.41.
- Overall, respondents felt that technology equipment is often used past its useful lifespan (M=2.77) suggesting that this is an area for improvement.
- District administrators (M=2.46) disagreed more strongly that the district has adequate bandwidth in comparison with teachers (M=3.34).

## **Transportation**

Complete results for this section can be found in Table 7. Highlights include:

- Results suggest that overall transportation is an area for improvement, with 8 out of the 11 items having an average score less than 3.
- Respondents especially disagreed that there are enough working buses to meet the needs of the district (M=1.81).
- Teachers (M=1.94) more strongly felt that discipline on buses is a problem in comparison with district (M=2.88) administrators.

## ***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:

- District administrators were especially satisfied with budgeting (M=3.57) in comparison with teachers (M=2.71).
- Both school (M=3.52) and district administrators (M=3.59) rated strategic planning more positively than teachers (M=2.95).
- Transportation received the lowest scores overall (M=2.02) with especially low ratings among school administrators (M=1.85) suggesting that this is an area for improvement.

## ***Section 3***

Respondents were asked to rate the overall operation of the school district on a 4-pt scale. School (M=3.19) and district administrators (M=3.42) rated these items higher in comparison to teachers (M=2.77). These findings suggest that while staff rated the overall operation of the

school district as efficient, school and district administrators felt that operations were especially efficient.

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

- 695 (65.2%) identified increasing the number of teachers
- 239 (24.7%) identified increasing the number of administrators
- 197 (20.4%) identified rezoning schools
- 100 (10.3%) identified outsourcing some functions
- 63 (6.5%) identified improving energy management operations
- 59 (6.1%) identified reducing the number of administrators
- 3 (.03%) identified reducing the number of facilities
- 1 (.01%) identified reducing the number of teachers

#### **Section 4**

##### **Greatest Needs in the Classroom**

Teachers reported a number of needs in the classroom. One of the most common responses was the need for smaller class sizes. Teachers reported that smaller class sizes would be especially helpful in meeting student needs, especially for students that are struggling. For example, one teacher stated, “The greatest need in the classroom is to decrease class sizes so that we can track data and meet the needs of students in the way that we are expected.” Another teacher commented that, “Smaller class sizes would help meet the needs of students who are below grade level and need more intervention within the classroom.”

In addition to smaller class sizes, teachers requested more space. In particular, teachers requested larger classrooms. For example, one teacher commented that they were in a portable unit and “when you pack 25 students in there, there is not much room left.” Teachers also requested more storage space and more facilities. For example, one teacher requested more space for a gym or an alternate location for assemblies. One teacher stated the following, “As a Physical Educator, I do not have space to accommodate my student’s to move safely throughout the room nor the height in which to learn skills such as volleyball and racquet sports.”

Teachers also requested improved technology. As one teacher noted, “We need more technology. The district spends thousands of dollars on textbooks that our curriculum doesn’t allow us to use, but we are not able to get tables or laptop labs that we could use every day.” In particular, teachers requested more access to computers/ipads/etc., improved internet bandwidth and “technology that is accessible to all students.” As one teacher noted, “I would like more laptops and more i-pads. Technology should be easy to access.” Another teacher stated, “In my opinion, teachers need more access to technology and the internet. Technology is a major part of daily instruction and it is expected to be seen, yet it’s difficult to connect to the internet or have availability to technology for students.”

Teachers also felt strongly that they needed more time. Several teachers noted frustration that they often spend evening and weekends planning for instructional activities because they are too busy to do so during the work hours. For example, one teacher commented, “TIME... we have so many requirements and there isn’t time in our school day to get them accomplished. I work for hours at home each night.” Another teacher commented, “I am physically exhausted at

the end of the day. It would be a big help to have a few days a week with a free lunch period. I teach 1<sup>st</sup> grade so I am with my students at lunch. It would be a big help to have a few minutes to use the restroom and make copies if need be.”

Additionally, teachers requested more support from administration. In particular, teachers noted that behavior issues made instruction challenging and requested consistent support from the administration in disciplining behavioral infractions. One teacher noted, “When there is a child with a constant behavior issue, who disrupts the class, I’d like for administration to handle the issue rather than compromising the learning of other students. Due to this, children with regular behavior issues are kept in the classroom because as teachers, we know nothing will be done or they will enjoy going to the discipline room more, so the child remains in the classroom with no real punishment.”

Teachers also requested the support of administration overall. For example, one teacher commented that, “There are so many demands put on teachers outside of just teaching students” and requested simplicity and support from the administration. Other teachers requested more autonomy from the administration in how they teach, as this one teacher notes, “More freedom to teach my children in a way I see fit... not so much micromanaging. If my students show growth then allow me to adjust as I see fit. Sometimes, I feel I can’t provide my children with what they need because I have to do EDI or 30 minutes of this or 40 minutes of this. Trust in my professional knowledge.” Furthermore, teachers felt that there are too many expectations for their role and that they do not receive enough compensation for all they do. As one teacher commented, “Less testing, less time spent on staff development, more strategic placement of work days to actually work on reports and report cards, stop lengthening the day without compensating our pay.”

The need for better resources and more supplies was also noted. As one teacher stated, “Classroom supplies... we get none other than what the state allows and 100 dollars on top of that for a classroom of 26-30 students. What is the school thinking?” Another teacher requested, “more paper and copies so I can send home resources and homework with students. That or consumable curriculum workbooks that we can utilize for language arts skills, reading, social studies and science.” Teachers also requested more classroom resources, in particular leveled textbooks.

Additionally, a number of teachers indicated that they need more support in the classroom. Teachers requested more teacher aids and interventionists. One teacher stated, “I think our school needs more aides. More specifically, more aids per grade level to run copies, laminate, given bathroom breaks to teachers, provide duty free lunch/recess/bus duty so that teachers can focus more on teaching and differentiating instruction.” Teachers also requested more involvement from parents. For example, one teacher commented, “I need my students to be at school every day and I need parents to make education important. Parental help is greatly lacking. I feel like as the teacher I am teacher, mom, dad, friend, etc. I spend more time convincing kids they can do something, it’s important, etc. than actually teaching.”

### **Use of District Resources**

A number of teachers reported that the district is maximizing operational resources on staff development and teacher training. One teacher commented, “Good staff training and support to classroom teachers.” Another noted, “Educators are consistently being offered the most up to date training and technological advancements.”

Teachers were overall satisfied with the quality of teachers and staff in the district, commenting on, “highly qualified teachers and administrators” as well as interventionists and maintenance staff. One teacher commented, “Its people, they choose really great people to work here which makes the little that we have go a long way.”

Technology was noted as another area where resources were being maximized. Teachers noted that the district is trying to “utilize the technology we have available to the maximum extent possible.” Another commented that, “Our district does an excellent job of keeping up to date on educational technology, both equipment and training. I am amazed by all of the different ways we are able to incorporate technology into the classroom.” Furthermore, teachers commented on technology support. As one teacher commented, “Our IT goes above and beyond.” Another teacher stated, “The technology team that repairs and services equipment is awesome. Not only do they correct problems, they provide tips and instructions for maintaining our equipment in more efficient ways.”

Furthermore, teachers felt that the district was maximizing resources to build new schools. As one teacher noted, “I feel that the district is maximizing in its use of operational resources by building more schools in the district to decrease the number of students at each school.

Other teachers reported that they felt the district was maximizing the budget to the best of their abilities. As one teacher noted, “I think we do a good job of stretching our dollars in per pupil expenditure.” Another commented, “I believe that our district is very effective in managing its operating resources for staffing and buildings.”

### **Suggestions for Improvement**

Transportation was a major area of concern for teachers. As one teacher noted, “I think that the current bus situation is our biggest problem to date.” Teachers commented on the timeliness of buses and the number of buses as a problem. For example, one teacher stated, “Bus routes are a problem and there are not enough buses. Students have to sit in the hallway with teachers after a long day waiting for the second route.” Another commented, “The buses are a huge issue. Students are consistently late to school because specific buses sometimes do not arrive until 10-15 minutes after the bell. I also wait every day until 20-30 minutes after the bell with on student. Her bus is always about 30-40 minutes late after school. The administration calls that bus to wait in the main lobby so teachers can leave. Usually after I pack up and leave, she is still waiting for her bus.”

More support from administration was also requested. One teacher noted, “Teachers need more assistance with administration. Too long has a division both prevented progress and stunted our children’s learning. There are too many administrators that stay in their offices and rarely help out in duty and prevention but call on teachers to make up the difference.” Another stated, “Taking excellent care of your educators will in turn give the best learning experience to all students. We would not be educators if we didn’t love our students and want the best for them. But we cannot run on fumes... Show your teachers that you care. Give us time and space to do what we are called to do; teach.” Teachers wanted more autonomy and empowerment, and better communication with administration. For example, one teacher commented, “We have poor communication between administration and staff, and between staff members. Administration members fail to directly confront and deal with poor performance issues. All staff members are harassed over the misbehavior of a few readily identifiable employees. This has a negative impact on morale and therefore on the effectiveness of our operations. In addition, staff are not consulted on issues where they have important information to contribute to the

discussion. Decisions are made in a top-down manner and then poorly communicated and implemented.” Other suggestions for improved teacher relations include more planning time for teachers, less meetings, and more opportunities for teachers to have a say in district planning.

Teachers also reported a need for smaller class sizes and reported that overcrowding is a major issue. Some teachers suggested that rezoning would help this issue. Others indicated a need for more schools. For example, one teacher said, “More schools so class sizes and facilities could accommodate smaller classes and school sizes.” Another teacher suggested, “The district is growing and many facilities are old and out of date. The district needs to set a plan for how to replace the older buildings and where new schools need to be built in order to best meet the growing population.”

A need was indicated for more staff overall. Teachers reported a need for more teachers, interventionists, and teacher support staff. One teacher stated, “Special education needs help! We need more teachers. Having us do more with less is not working.” Another suggested, “Put teacher liaisons back in the classroom to help with student-teacher ratios.” Teachers also requested an increase in teacher salaries.

**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	4.22	4.17	4.63	4.74
Most administrative practices in this school district are highly effective and efficient	3.85	3.79	4.31	4.50
The district effectively communicates with parents and community members	4.23	4.20	4.54	4.56
Major bottlenecks exist in many administrative processes which cause unnecessary delays <sup>a</sup>	3.12	3.04	3.74	3.66
District office administrators provide quality services to schools	3.85	3.80	4.21	4.44
The district office effectively communications with school-level staff	3.71	3.65	4.09	4.21
The district effectively uses volunteers to assist with meeting district goals	3.61	3.56	3.76	4.27
The district effectively uses business partners to assist with meeting district goals	3.95	3.92	4.09	4.25
School board members understand their role as policymakers and stay out of the day-to-day management of the district	3.61	3.88	3.32	3.10
The superintendent is accessible to district staff	3.94	3.84	4.69	4.71
I understand the district's budgetary process	3.10	2.96	3.97	4.32
The morale of the district office administration staff is good	3.97	3.94	4.11	4.41
The morale of teachers is good	3.27	3.20	3.81	4.13

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	3.94	3.92	4.17	4.18
District salaries for the type position I am in are competitive with similar positions in the job market	2.71	2.70	2.69	3.03
I feel that my work is appreciated by my supervisors	3.66	3.58	4.19	4.32
I receive adequate training and support to perform my job functions	3.87	3.84	4.15	4.32
The district has a good program for orienting new employees	3.98	3.93	4.49	4.50
The district has an adequate number of staff to carry out its operations	3.28	3.30	3.36	3.06
The district actively recruits high quality staff to fill vacant positions	4.10	4.06	4.48	4.60
There is adequate high quality professional development for the principals and teachers	3.97	3.93	4.24	4.53
District employees receive annual personal evaluations	4.20	4.21	4.36	3.97
Employees receive their personal evaluations each year well in advance of the end of the school year	4.02	4.02	4.25	4.00
The district has a fair and timely grievance process	3.71	3.57	4.26	4.48

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	3.59	3.48	4.27	4.44
The district actively applies for competitive state and federal grants	4.02	3.97	4.32	4.23
The district's financial reports are readily available to the community	4.08	4.00	4.52	4.56
The district spends an appropriate percentage of its budget on academic programs	3.92	3.82	4.47	4.61
The district is transparent in how it spends money, including posting the budget on the district website	3.79	3.67	4.34	4.60
I complete an annual inventory of the equipment in my work area	3.74	3.78	3.71	3.12
The district wisely manages its revenues and expenditures	3.72	3.60	4.37	4.48
Financial resources are allocated fairly and equitably to the district's schools	3.55	3.42	4.26	4.44
School administrators are well trained in the fiscal management of their schools	3.94	3.95	3.70	4.32
Purchasing processes are not cumbersome for the requestor	3.48	3.41	3.86	3.97

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	3.95	3.91	4.23	4.30
The district has too many portable buildings. <sup>a</sup>	1.91	1.90	1.96	2.06
The district's facilities are well-maintained	3.79	3.76	4.00	4.39
Our schools have sufficient space and facilities to support the instructional program	2.54	2.55	2.39	2.73
Repairs are made in a timely manner	3.65	3.65	3.57	3.97
The construction managers are selected objectively	3.64	3.57	3.86	3.92
The district's facilities are kept clean	4.03	3.99	4.41	4.52
The district has an energy management program in place to minimize energy consumption	4.02	4.02	4.10	4.03
There are facility and/or equipment concerns throughout the schools. <sup>a</sup>	2.47	2.43	2.81	2.75
The district's facilities are secure from unwanted visitors	3.60	3.56	3.79	4.18
I know what to do during a crisis or an emergency	4.27	4.27	4.51	4.12
Safety hazards do not exist on school grounds	3.21	3.17	3.53	3.69
There is a process in place for community use of a facility space and it is applied equally to all users	3.93	3.84	4.36	4.24
The district has a process for involving administrators, teachers and support staff in planning new facilities	3.54	3.45	4.09	4.10

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	4.04	4.01	4.38	4.28
I find the cafeteria meals appealing and appetizing	2.65	2.62	2.66	3.21
The school breakfast program is available to all children	4.37	4.35	4.58	4.52
Students have enough time to eat	3.27	3.21	3.82	3.79
<i>Students wait in food lines longer than 10 minutes<sup>a</sup></i>	3.63	3.61	3.90	3.38
Cafeteria staff is helpful and friendly	4.22	4.22	4.32	4.19
Weekend provisions for food is made for needy students	3.80	3.83	3.54	3.89
The district has a summer program for feeding students	3.03	3.14	2.40	3.44

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**

<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	4.41	4.41	4.54	4.44
District wide, the district is up-to-date technologically	3.68	3.70	3.55	3.61
The district has adequate technology to support its operations	3.56	3.57	3.47	3.79
When necessary, the district's technology equipment is quickly repaired or serviced	3.83	3.83	3.83	3.85
The district has effective technology support when computers' malfunction	3.82	3.84	3.73	3.82
I have adequate equipment and computer support to conduct my work	3.91	3.88	4.18	4.15
The district's technology equipment is often used past its useful lifespan <sup>a</sup>	2.77	2.78	2.75	2.79
The district website is a useful tool for staff, parents, and students	4.04	4.03	4.21	4.12
Students have regular access to computer equipment and software in the classroom	3.66	3.64	3.84	3.87
District staff have easy access to internet	4.26	4.25	4.55	4.21
The district has adequate bandwidth to ensure maximum use of the internet	3.28	3.34	3.00	2.46
Overall, teachers are effectively utilizing technology as part of instruction	4.02	4.03	4.00	3.94

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	2.47	2.49	2.12	2.60
There are enough working buses to meet the needs of the district	1.81	1.84	1.54	1.86
Student ride times on school buses are too long <sup>a</sup>	2.41	2.38	2.69	2.45
The drop off zones at the schools are safe	4.04	4.03	4.16	4.04
The district has a user-friendly process to request buses for special events	3.51	3.49	3.61	3.75
Adding or modifying a route for a student is easy to accomplish	2.92	2.97	2.69	2.88
Buses arrive early enough for students to eat a school breakfast	3.21	3.18	3.42	3.87
Bus drivers are well trained	2.92	2.97	2.43	3.38
Discipline on buses is a problem <sup>a</sup>	2.00	1.94	2.18	2.88
Buses seldom break down	2.23	2.25	2.11	2.11
The district has alternate bus drivers on call when drivers are unavailable due to health or emergency concerns	2.79	2.84	2.46	3.05

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	2.82	2.71	3.45	3.57
Strategic Planning	3.03	2.95	3.52	3.59
Purchasing	2.94	2.84	3.44	3.65
Warehouse	3.09	3.02	3.46	3.38
School Board	3.09	3.08	3.20	3.17
Financial Management	3.05	2.95	3.67	3.60
Grant Development	2.99	2.99	3.05	3.00
Community Relations	3.27	3.22	3.65	3.61
Program Evaluation, Research	3.04	2.98	3.39	3.39
Instructional Technology	3.08	3.07	3.21	3.20
Administrative Technology	3.13	3.11	3.35	3.20
Human Resources	3.25	3.21	3.59	3.56
Staff Development	3.18	3.14	3.46	3.62
Facilities Planning	2.93	2.88	3.19	3.41
Plant Management	3.09	3.06	3.11	3.36
Custodial	3.18	3.15	3.43	3.55
Energy Management	3.12	3.12	3.15	3.15
Food Services	2.77	2.74	2.91	3.19
Transportation	2.02	2.02	1.85	2.14

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.



**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.



**Performance expectation:** the superintendent will provide leadership to the school board in implementing the district's vision, mission and goals.

#### Superintendent indicators

1. Collaborates with the board to prepare long- and short-term operational and instructional goals.
2. Assists the board in developing and adopting district goals with data and leadership.
3. Develops for each goal an action plan outlining performance expectations.
4. Administers or evaluates action plans personally or through delegation of staff.
5. Oversees the planning and evaluation of curriculum and instruction programs.
6. Reports to the board on implementation status of the goals and instructional program effectiveness.

#### Board indicators

1. Communicates a clear vision.



**Performance expectation:** the superintendent will assist the board in the continuous improvement of the district.

#### Superintendent indicators

1. Assists new board members to meet state training requirements.
2. Informs the board of current trends and developments in education.
3. Prepares reports on:
  - a. progress and revisions of action plans to accomplish the district's vision/philosophy/goals
  - b. district strengths and areas for improvements

- c. compelling or anticipated challenges and emerging issues, trends or opportunities
4. Participates in professional activities to enhance knowledge and skills.
  5. Assists and encourages board members to engage in continuous board training.

#### Board indicators

1. Conducts professional meetings.
2. Avoids micromanaging district staff or operations.
3. Supports the superintendent and administrative staff.
4. Participates in training activities.



**Performance expectation:** the superintendent, as chief executive officer to the school board, will provide leadership in personnel management.

#### Superintendent indicators

1. Communicates the board's vision, mission and goals to all personnel.
2. Provides leadership as chief executive officer and acts as general supervisor of all personnel.
3. Recommends to the board appropriate personnel actions, including employment, assignments and dismissals.
4. Implements a fair and equitable evaluation process for all personnel.
5. Reviews and/or recommends job descriptions for all personnel and maintains adopted job descriptions.
6. Organizes the recruitment of personnel.

### district management

The superintendent demonstrates effective planning and management of district administration, finances, operations and personnel.



**Performance expectation:** the superintendent will assist the board to implement the district's organizational structure.

**Superintendent indicators**

1. Administers district affairs through board policies.
2. Posts notices of all board meetings in accordance with the state’s Freedom of Information Act (FOIA).
3. Follows board policies to plan and conduct board meetings, including types of meetings, agenda development, superintendent recommendations, public input and recorded minutes.
4. Provides written reports on actions plans, status of district goals and achievements, information on agenda items where needed, and written recommendation(s) on action items.
5. Maintains the official board records and other records required by FOIA.



**Performance expectation:** the superintendent will provide leadership to the board in policy development and policy implementation.

**Superintendent indicators:**

1. Informs the board of any changes to state and federal laws, rules and regulations.
2. Maintains and distributes board policies.
3. Provides recommendations, usually in writing, on all new or revised policies presented to the board for consideration.
4. Seeks out staff and public opinion on proposed policies and shares the information with the board.
5. Implements and explains board policies and actions.



**Performance expectation:** the superintendent will provide sound fiscal management to assist the board in financial management.

**Superintendent indicators:**

1. Coordinates with the board to develop the proposed budget.
2. Develops the proposed budget following the approved budget development process and timeline to meet state and local requirements.

3. Implements and administers the approved budget through sound business and fiscal practices as per board policy.
4. Administers the budget within board established spending levels and recommends budget amendments when necessary.
5. Prepares monthly financial updates.
6. Maintains the district’s financial records and cooperates with auditors in the conduct of the annual audit.

**board and community relations**

The superintendent maintains a positive and productive working relationship with the board and the community.



**Performance expectation:** the superintendent will provide leadership in board, staff and community relationships.

**Superintendent indicators:**

1. Demonstrates respect and cooperation in professional relationships with the board and individual board members, staff and community.
2. Recognizes and protects the chain of command concept.
3. Works with the board to develop and implement a process that encourages and seeks the input of staff at all levels in decision making when appropriate.
4. Adheres to adopted board policies on media communications.

**School board indicators**

1. Serves as an advocate for children and public education.
2. Understands and responds to the needs of the district students and staff.

**Other guiding principles**

1. Think about areas of strengths.
2. Think about areas in need of improvement.
3. Think about specific, board-identified areas in need of improvement.





**Dorchester** School District Two  
*Leading the Way • Every Student • Every Day*

## **Appendix 3: Additional Future Considerations**

## APPENDIX 3: ADDITIONAL FUTURE CONSIDERATIONS

### FINDING

DSD 2's financial software has been in use for more than a decade. It has provided safe and reliable service for payroll operations and activities. Based on interviews with staff, however, the system has proven to have significant limitations in extracting and manipulating data for analytical purposes.

**The district should consider Issuing a request for proposal for financial data software that provides the ability to warehouse data and to produce tailored reports that meet the needs of the office of finance and the various operating departments and schools.**

A flexible financial software system that warehouses the vast amount of financial information necessary to effectively and efficiently manage a school district's operations given the magnitude of DSD 2's data needs is imperative.

### IMPLEMENTATION PLAN

Convene a panel of stake holders to devise and subsequently evaluate the responses to the request for proposals. Evaluate the proposed system based on actual proven operating performance. Obtain the board's approval for the funding stream to finance the acquisition of this capital asset. Implement the new system in sequence following successful testing and evaluation of each phase.

### FISCAL IMPACT

The cost of acquisition of such a system is dependent on the responses to the request for proposals. Such an acquisition, while potentially costing \$750,000, is a capital asset acquisition requiring multiple years to implement and would, in all likelihood be funded over at least a five year period from general obligation bond proceeds.

Recommendation	Year 1	Year 2	Year 3	Year 4	Year 5
Issue a request for proposal for financial data software	(\$150,000)	(\$150,000)	(\$150,000)	(\$150,000)	(\$150,000)

### FINDING

State law (ACT 388) sets a maximum amount that operating millage may be increased annually. For FY 2014-2015, DSD 2 did not receive the maximum revenue allowed. DSD 2's school board does not have fiscal autonomy, but must request that Dorchester County Council set the millage for school district operations. The DSD 2 board does submit a funding request to the County Council each year. The DSD 2 board, however, did not request an increase in millage to the maximum allowed by Act 388. If the DSD 2 board does not ask for the maximum millage allowed it is very unlikely that County Council would impose it on its own. Accordingly, revenue of \$1,391,222 for FY 2014-2015 was foregone (see **Exhibit A3-1**). *If a governing body does not impose an allowed increase, State law does permit a millage increase that was "...not previously imposed, for the three property years preceding..."* If a governing body does not impose an increase the impact of this decision is not just to forego revenue of \$1,391,222 for FY 14-15, but to forego a total of some \$7,000,000 through FY 18-19.

**The district should consider seeking the maximum revenue annually permitted by state law to meet the district’s educational needs.**

The additional funding would, among other things, help improve educational opportunities by putting DSD 2 in position to implement some of our team’s recommendations that would incur costs. For example, in Chapter 5 (Facilities), we recommend that the district hire a facilities’ project manager to manage capital projects. In Chapter 6 (Transportation), we recommend the district purchase maintenance software to be more efficient and to also add needed clerical staff. Another example, is in Chapter 8 (Technology), we recommend the district hire a web master and also to purchase Chrome boxes for students.

**IMPLEMENTATION**

The board should request the maximum funding allowed by state law congruent with the educational needs of the district.

**FISCAL IMPACT**

As noted above, based on FY 2014-2015, foregone revenue was \$1,391,222. Over an ensuing four-year period the foregone revenue total is \$6,956,110.

<b>YEAR 1</b>	<b>YEAR 2</b>	<b>YEAR3</b>	<b>YEAR 4</b>	<b>YEAR 5</b>
\$1,391,222	\$1,391,222	\$1,391,222	\$1,391,222	\$1,391,222

EXHIBIT A3-1  
FOREGONE REVENUE INCREASE  
DORCHESTER SCHOOL DISTRICT TWO  
FISCAL YEAR 2014-15

Dorchester School District Two  
Tax Increases Allowed by State Law (Act 388)  
FY 2014-2015

- Millage increase to CPI of 1.46% –  
2.46 mill increase = \$540,000
- Millage increase to Growth Factor of 2.29% –  
3.86 mill increase = \$851,222
- ***NO millage increase for operations since  
FY 2010 – 2011***  
(millage increase would not be to Homeowners)



2

Source: DSD 2 Office of Finance, 2015.

The total CPI and Growth Factor millage revenue foregone is \$1,391,222.00.