

PERFORMANCE AUDIT

Central York School District York County, Pennsylvania

April 2019



Commonwealth of Pennsylvania
Department of the Auditor General

Eugene A. DePasquale • Auditor General



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EUGENE A. DePASQUALE
AUDITOR GENERAL

Dr. Michael S. Snell, Superintendent
Central York School District
775 Marion Road
York, Pennsylvania 17406

Mr. Eric P. Wolfgang, Board President
Central York School District
775 Marion Road
York, Pennsylvania 17406

Dear Dr. Snell and Mr. Wolfgang:

We have conducted a performance audit of the Central York School District (District) for the period July 1, 2013 through June 30, 2017, except as otherwise indicated in the audit scope, objective, and methodology section of the report. We evaluated the District's performance in the following areas as further described in the appendix of this report:

- Procurement Cards
- Bus Driver Requirements

We also evaluated the application of best practices in the area of school safety. Due to the sensitive nature of this issue and the need for the results of this review to be confidential, we did not include the results in this report. However, we communicated the results of our review of school safety to District officials, the Pennsylvania Department of Education, and other appropriate officials as deemed necessary.

The audit was conducted pursuant to Sections 402 and 403 of The Fiscal Code (72 P.S. §§ 402 and 403), and in accordance with the Government Auditing Standards issued by the Comptroller General of the United States. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

Our audit found that the District performed adequately in the bulleted areas listed above.

Dr. Michael S. Snell
Mr. Eric P. Wolfgang
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We appreciate the District's cooperation during the course of the audit.

Sincerely,

A handwritten signature in black ink, appearing to read "Eugene A. DePasquale". The signature is fluid and cursive, with a long horizontal stroke extending to the right.

Eugene A. DePasquale
Auditor General

March 6, 2019

cc: **CENTRAL YORK SCHOOL DISTRICT** Board of School Directors

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Background Information

School Characteristics 2017-18 School Year ^A	
County	York
Total Square Miles	29.1
Number of School Buildings	7
Total Teachers	408
Total Full or Part-Time Support Staff	236
Total Administrators	32
Total Enrollment for Most Recent School Year	5,747
Intermediate Unit Number	12
District Vo-Tech School	York County School of Technology

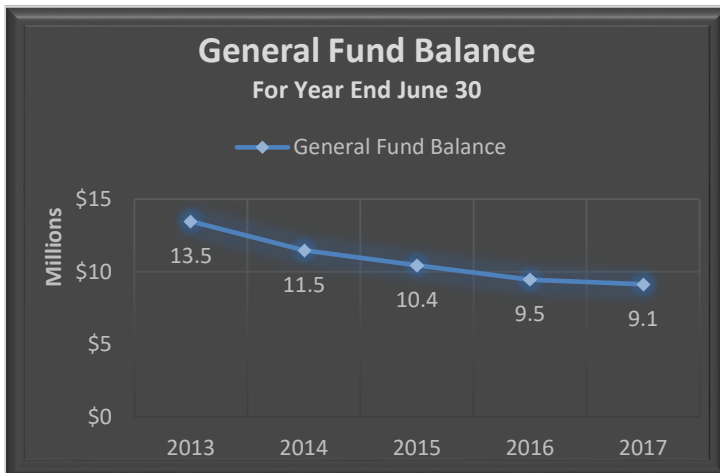
A - Source: Information provided by the District administration and is unaudited.

Mission Statement^A

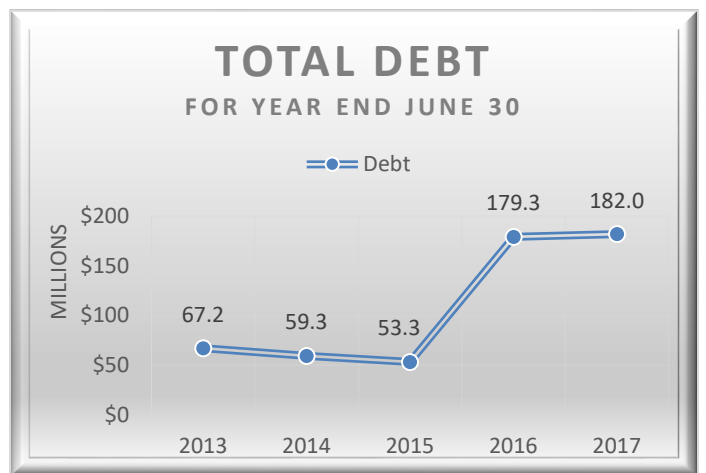
To provide educational opportunities through which ALL learners strive to achieve their full potential.

Financial Information

The following pages contain financial information about the Central York School District (District) obtained from annual financial data reported to the Pennsylvania Department of Education (PDE) and available on the PDE's public website. This information was not audited and is presented for **informational purposes only**.

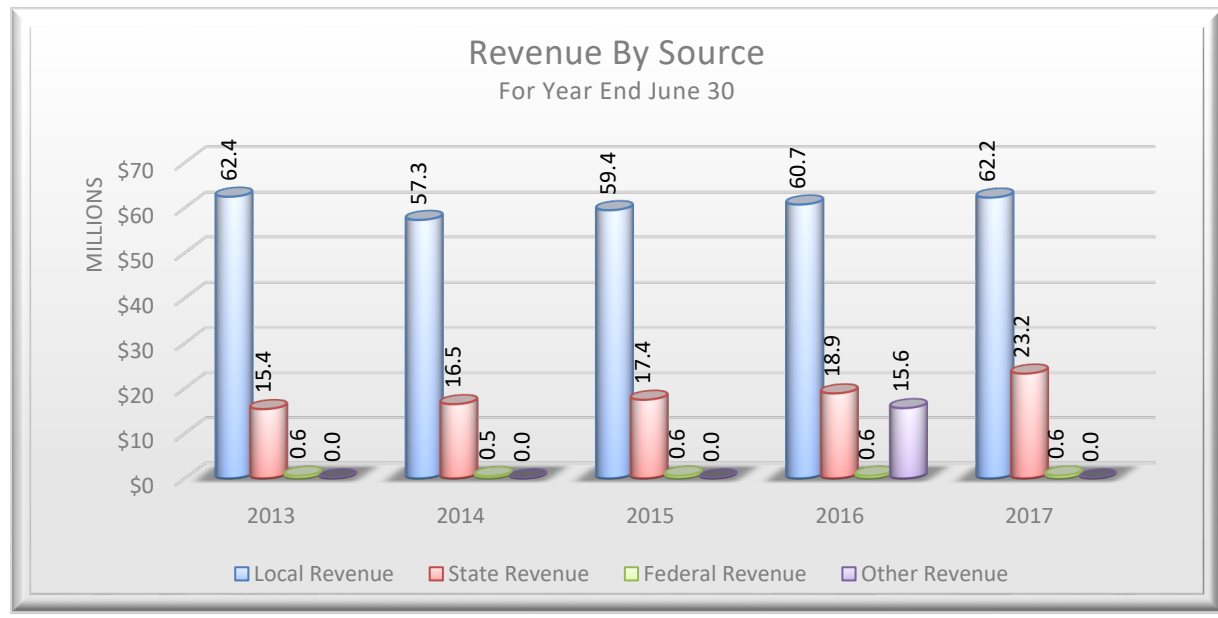
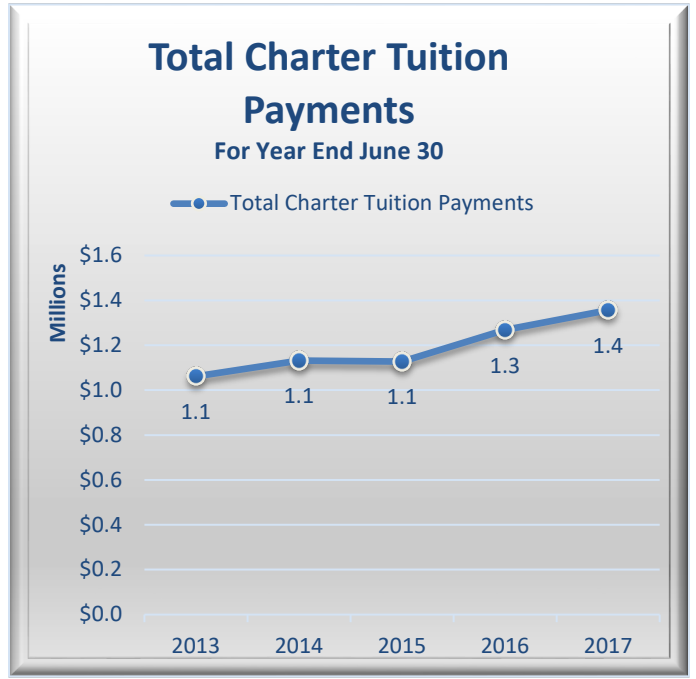
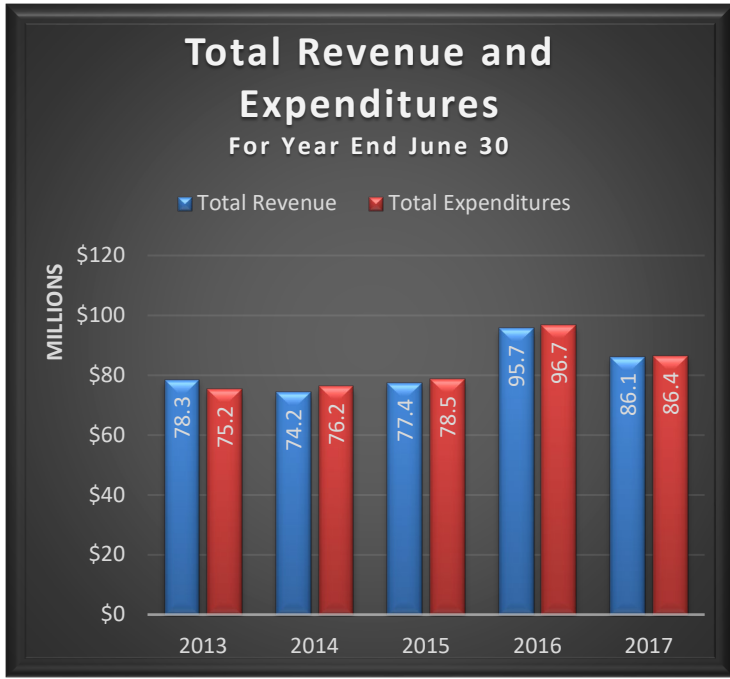


Note: General Fund Balance is comprised of the District's Committed, Assigned and Unassigned Fund Balances.



Note: Total Debt is comprised of Short-Term Borrowing, General Obligation Bonds, Authority Building Obligations, Other Long-Term Debt, Other Post-Employment Benefits, Compensated Absences and Net Pension Liability.

Financial Information Continued



Academic Information

The graphs on the following pages present School Performance Profile (SPP) scores, Pennsylvania System of School Assessment (PSSA) scores, Keystone Exam results, and 4-Year Cohort Graduation Rates for the District obtained from the PDE's data files for the 2014-15, 2015-16 and 2016-17 school years.¹ These scores are provided in the District's audit report for **informational purposes only**, and they were not audited by our Department. Please note that if one of the District's schools did not receive a score in a particular category and year presented below, the school will not be listed in the corresponding graph.² Finally, benchmarks noted in the following graphs represent the statewide average of all public school buildings in the Commonwealth that received a score in the category and year noted.³

What is a SPP score?

A SPP score serves as a benchmark for schools to reflect on successes, achievements, and yearly growth. The PDE issues a SPP score using a 0-100 scale for all school buildings in the Commonwealth annually, which is calculated based on standardized testing (i.e., PSSA and Keystone exam scores), student improvement, advance course offerings, and attendance and graduation rates. Generally speaking, a SPP score of 70 or above is considered to be a passing rate.

The PDE started issuing a SPP score for all public school buildings beginning with the 2012-13 school year. For the 2014-15 school year, the PDE only issued SPP scores for high schools taking the Keystone Exams as scores for elementary and middle schools were put on hold due to changes with PSSA testing.⁴ The PDE resumed issuing a SPP score for all schools for the 2015-16 school year.

What is the Keystone Exam?

The Keystone Exam measures student proficiency at the end of specific courses, such as Algebra I, Literature, and Biology. The Keystone Exam was intended to be a graduation requirement starting with the class of 2017, but that requirement has been put on hold until the 2020-21 school year.⁵ In the meantime, the exam is still given as a standardized assessment and results are included in the calculation of SPP scores. The Keystone Exam is scored using the same four performance levels as the PSSAs, and the goal is to score Proficient or Advanced for each course requiring the test.

¹ The PDE is the sole source of academic data presented in this report. All academic data was obtained from the PDE's publically available website.

² The PDE's data does not provide any further information regarding the reason a score was not published for a specific school. However, readers can refer to the PDE's website for general information regarding the issuance of academic scores.

³ Statewide averages were calculated by our Department based on individual school building scores for all public schools in the Commonwealth, including district schools, charters schools, and cyber charter schools.

⁴ According to the PDE, SPP scores for elementary and middle schools were put on hold for the 2014-15 school year due to the state's major overhaul of the PSSA exams to align with PA Core standards and an unprecedented drop in public schools' PSSA scores that year. Since PSSA scores are an important factor in the SPP calculation, the state decided not to use PSSA scores to calculate a SPP score for elementary and middle schools for the 2014-15 school year. Only high schools using the Keystone Exam as the standardized testing component received a SPP score.

⁵ Act 39 of 2018, effective July 1, 2018, amended the Public School Code to further delay the use of Keystone Exams as a graduation requirement for an additional year until the 2020-21 school year. *See* 24 P.S. § 1-121(b)(1).

What is the PSSA?

The PSSA is an annual, standardized test given across the Commonwealth to students in grades 3 through 8 in core subject areas, including English and Math. The PSSAs help Pennsylvania meet federal and state requirements and inform instructional practices, as well as provide educators, stakeholders, and policymakers with important information about the state's students and schools.

The 2014-15 school year marked the first year that PSSA testing was aligned to the more rigorous PA Core Standards.⁶ The state uses a grading system with scoring ranges that place an individual student's performance into one of four performance levels: Below Basic, Basic, Proficient, and Advanced. The state's goal is for students to score Proficient or Advanced on the exam in each subject area.

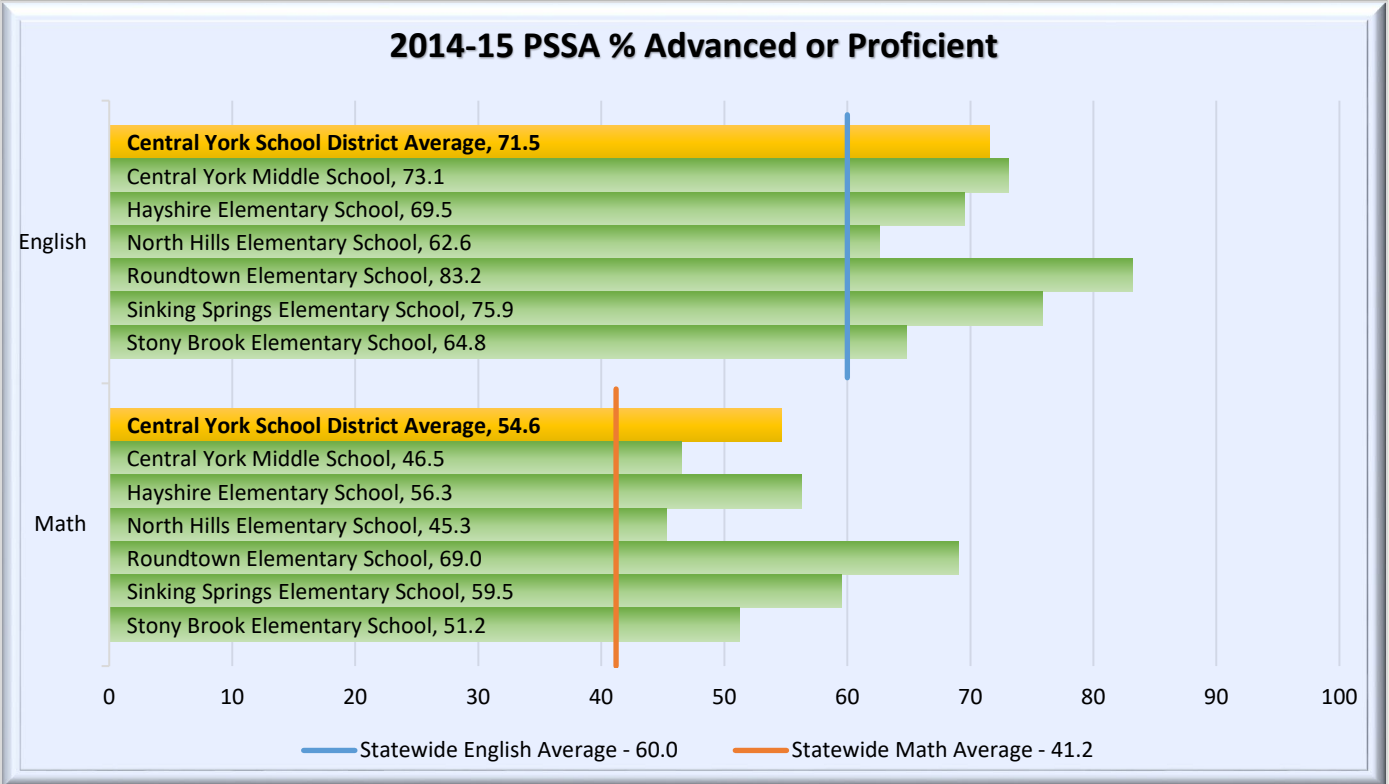
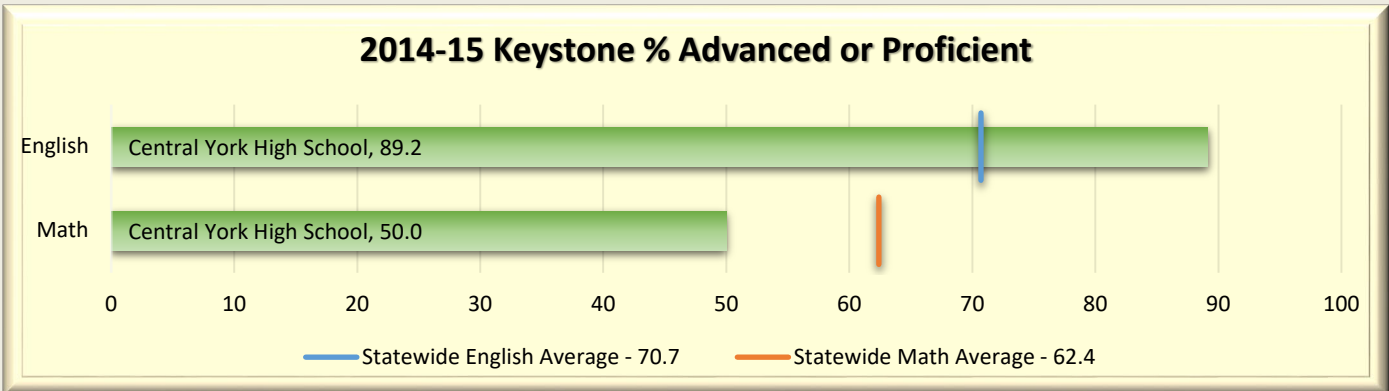
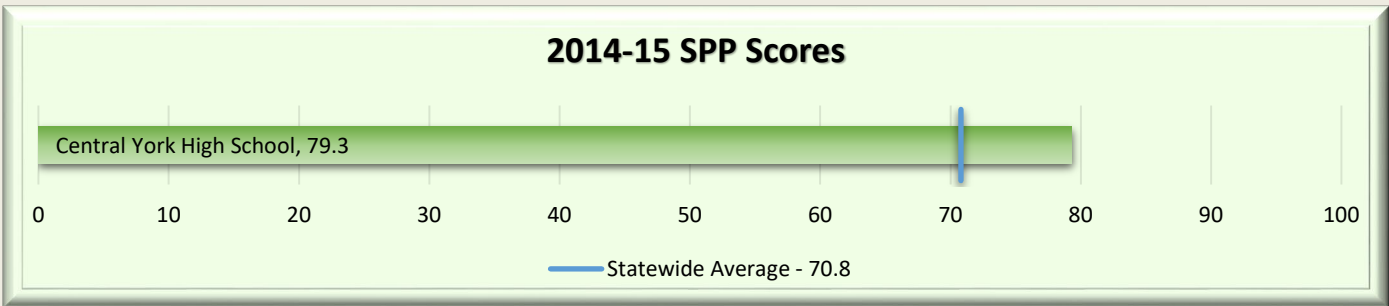
What is a 4-Year Cohort Graduation Rate?

The PDE collects enrollment and graduate data for all Pennsylvania public schools, which is used to calculate graduation rates. Cohort graduation rates are a calculation of the percentage of students who have graduated with a regular high school diploma within a designated number of years since the student first entered high school. The rate is determined for a cohort of students who have all entered high school for the first time during the same school year. Data specific to the 4-year cohort graduation rate is presented in the graph.⁷

⁶ The PDE has determined that PSSA scores issued beginning with the 2014-15 school year and after are not comparable to prior years due to restructuring of the exam.

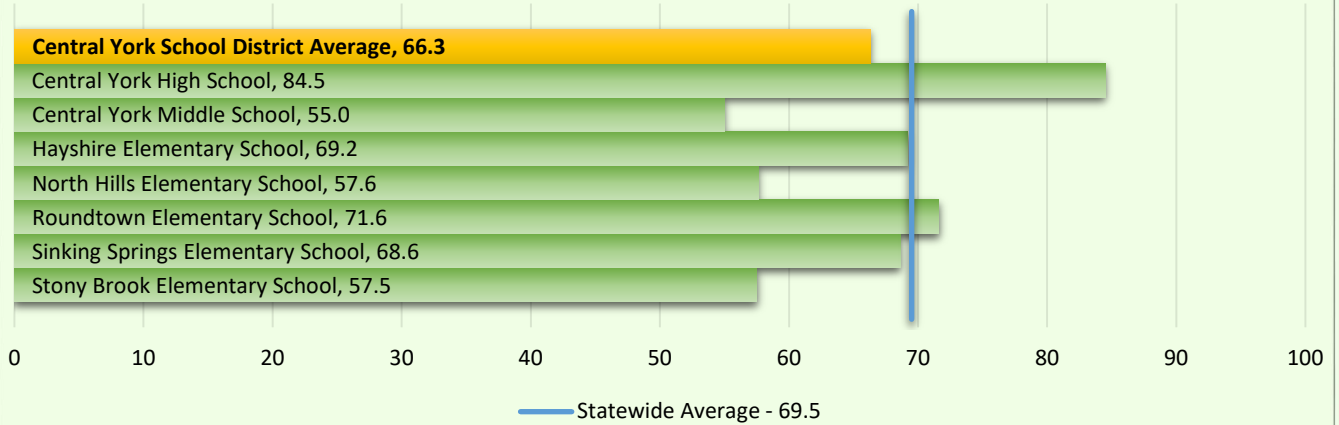
⁷ The PDE also calculates 5-year and 6-year cohort graduation rates. Please visit the PDE's website for additional information: <http://www.education.pa.gov/Data-and-Statistics/Pages/Cohort-Graduation-Rate-.aspx>.

2014-15 Academic Data
School Scores Compared to Statewide Averages

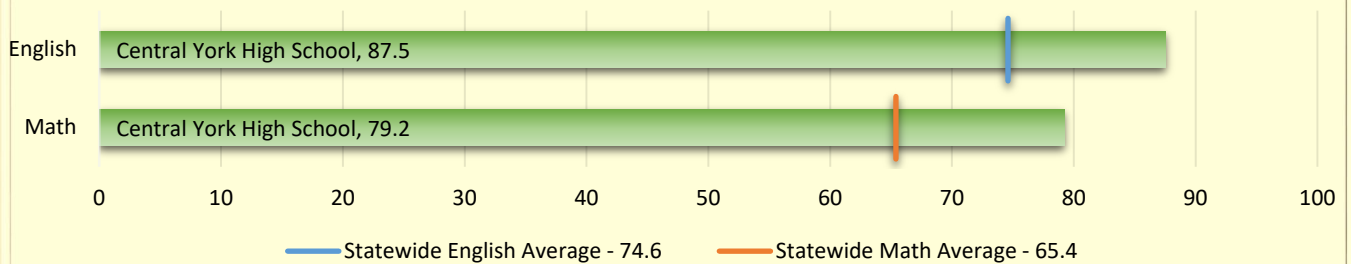


2015-16 Academic Data
School Scores Compared to Statewide Averages

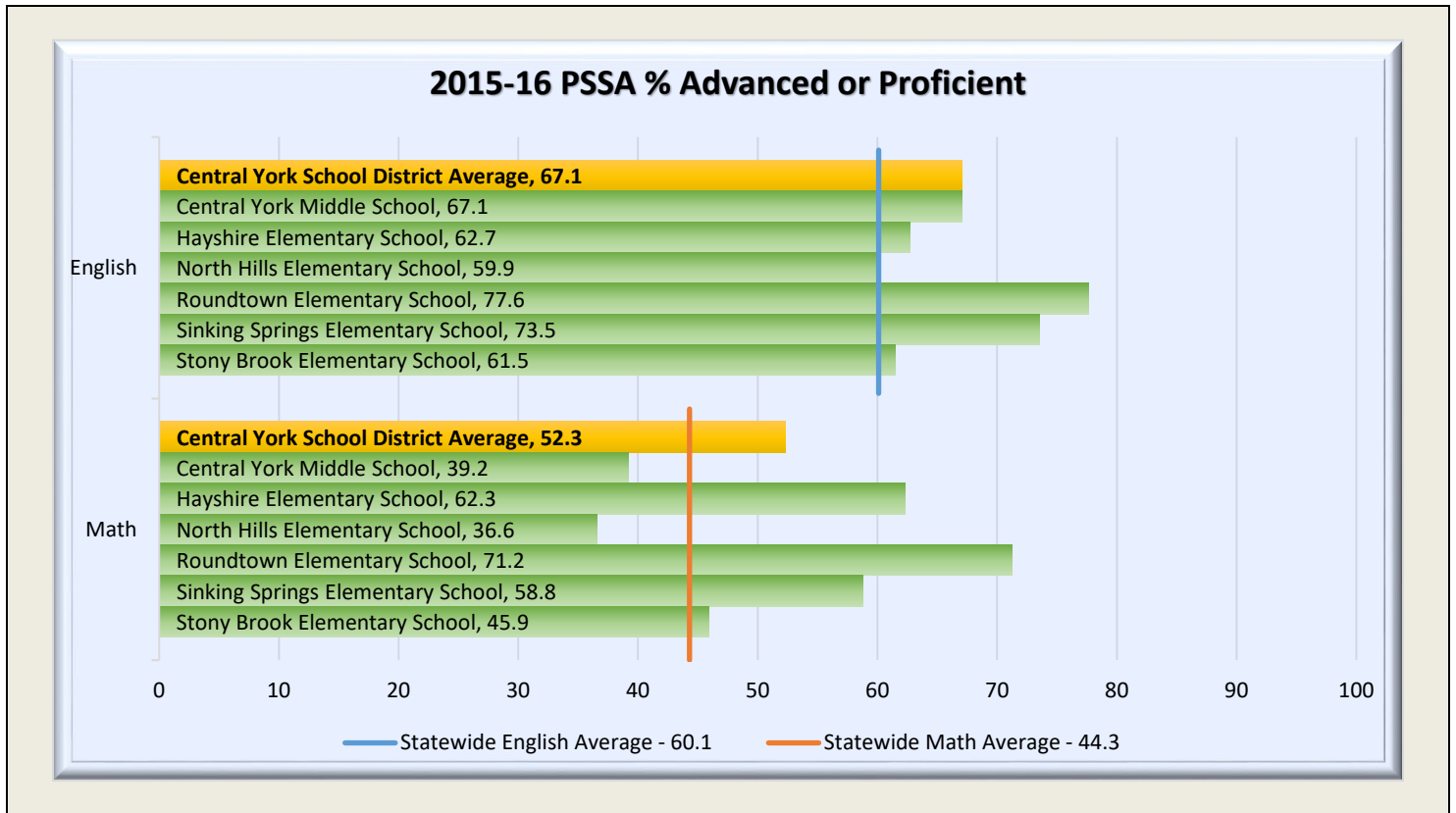
2015-16 SPP Scores



2015-16 Keystone % Advanced or Proficient

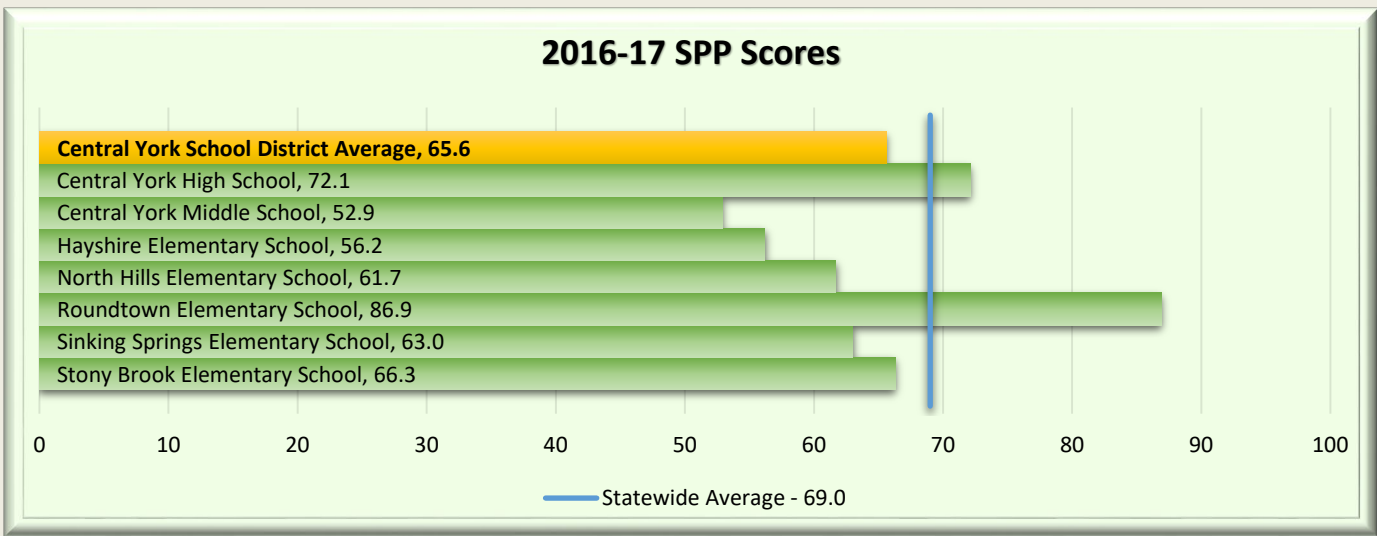


2015-16 Academic Data
School Scores Compared to Statewide Averages (continued)

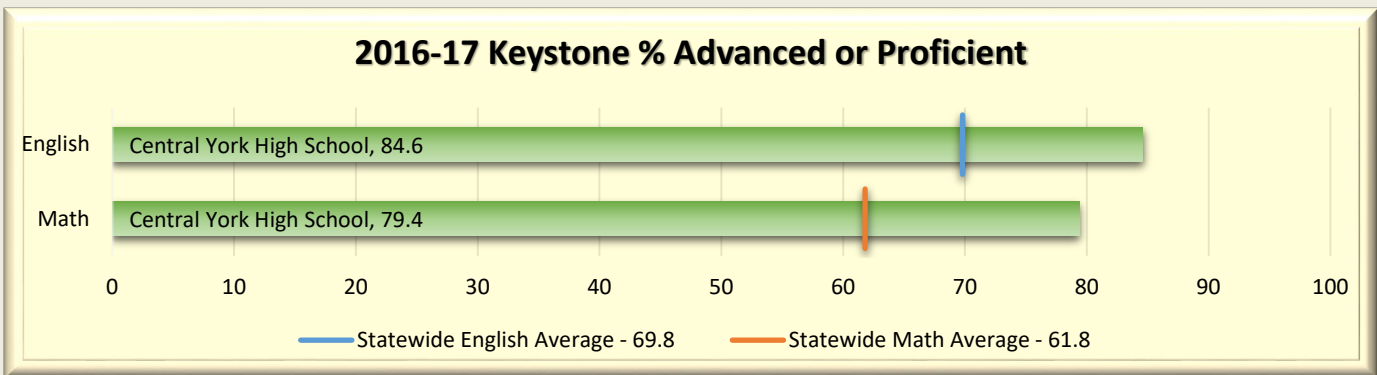


2016-17 Academic Data
School Scores Compared to Statewide Averages

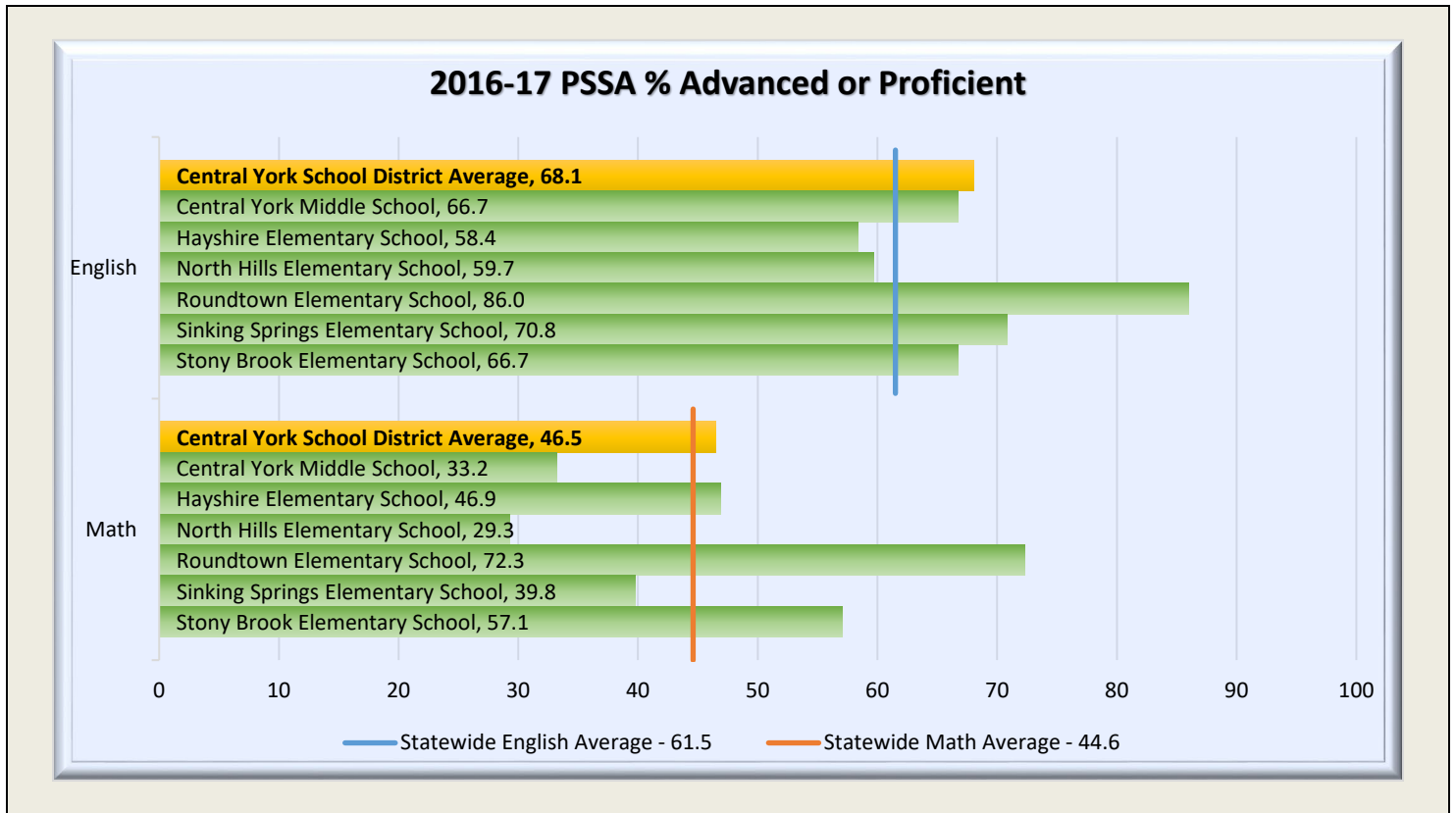
2016-17 SPP Scores



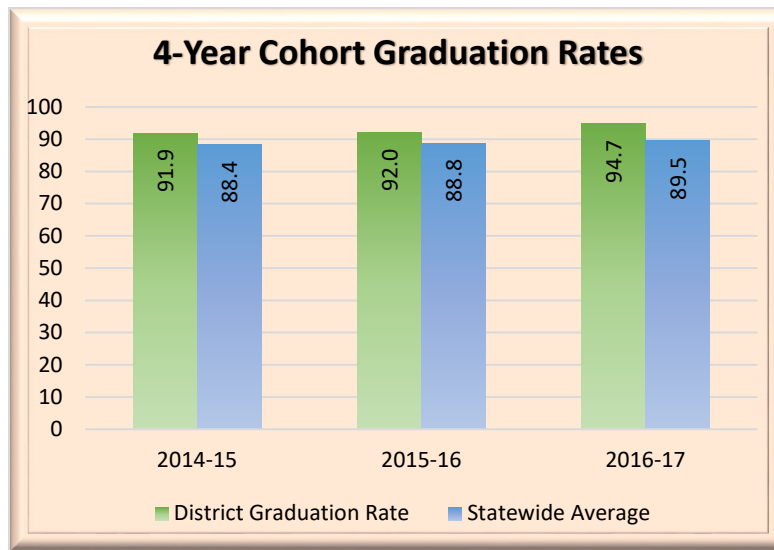
2016-17 Keystone % Advanced or Proficient



2016-17 Academic Data
School Scores Compared to Statewide Averages (continued)



Graduation Data
District Graduation Rates Compared to Statewide Averages



Finding

For the audited period, our audit of the Central York School District resulted in no findings.

Status of Prior Audit Findings and Observations

Our prior audit of the Central York School District (District) released on October 30, 2014, resulted in one finding, as shown below. As part of our current audit, we determined the status of corrective action taken by the District to implement our prior audit recommendations. We reviewed the District's written response provided to the Pennsylvania Department of Education (PDE), interviewed District personnel, and performed audit procedures as detailed in each status section below.

Auditor General Performance Audit Report Released on October 30, 2014

Prior Finding

Errors in Student Data Reporting Resulted in a Subsidy Underpayment of \$89,063

Prior Finding Summary: During our prior audit of the District, we found that the pupil membership reports for the 2008-09, 2009-10, 2010-11, and 2011-12 school years contained errors in the nonresident student membership data reported to the PDE for the 2009-10 school year. As a result of the District incorrectly reporting nonresident data, the PDE underpaid the District \$89,063 in state subsidy.

Prior Recommendations: We recommended that the District should:

1. Ensure a reconciliation of the Instructional Time and Membership Report (ITMR) and Summary of Child Accounting Membership reports are done in addition to the reconciliation of membership data between the District's Student Information System (SIS) and the PDE's ITMR reports.
2. Establish review procedures to ensure that all nonresident student data is accurately reported to the PDE.
3. Review membership reports for the 2012-13 and 2013-14 school years and, if errors are found, submit revised reports to the PDE.
4. Reconcile state subsidy payments for nonresident foster children to membership reports to ensure the District is receiving the appropriate amount of subsidy from the PDE.

We also recommended that the PDE should:

5. Adjust the District's allocations to resolve the underpayment of \$89,063.

6. Review its pupil membership processing procedures to ensure changes to the reporting system, such as the Pennsylvania Information Management System (PIMS), which was mandated during the 2009-10 school year to accurately process membership data. Undetected systematic errors in PIMS could have statewide effects on local educating agencies, which are required to report pupil membership data in this system.

Current Status:

During our current audit, we determined the District implemented procedures to address each of our prior audit recommendations. The District provided us with reconciliations of their SIS membership reports to the PDE's ITMR reports for the 2013-14, 2014-15, 2015-16, and 2016-17 school years. The District's internal review procedures require that documentation is provided that supports the reported classification for all nonresident students. Membership reports submitted to the PDE for the 2012-13 and 2013-14 school years were reviewed by District officials and no revisions were submitted to the PDE. Additionally, the District reconciles its subsidy received for foster students to its SIS membership reports for agreement to ensure the proper subsidy is received. Finally, the PDE increased the District's subsidy by \$89,071 on August 8, 2014, to resolve the underpayment identified in our prior finding.⁸

⁸ The PDE's calculation for the 2009-10 school year underpayment differed by \$8. This difference was due to the PDE having more current data when they processed the underpayment.

Appendix: Audit Scope, Objectives, and Methodology

School performance audits allow the Pennsylvania Department of the Auditor General to determine whether state funds, including school subsidies, are being used according to the purposes and guidelines that govern the use of those funds. Additionally, our audits examine the appropriateness of certain administrative and operational practices at each local education agency (LEA). The results of these audits are shared with LEA management, the Governor, the Pennsylvania Department of Education (PDE), and other concerned entities.

Our audit, conducted under authority of Sections 402 and 403 of The Fiscal Code,⁹ is not a substitute for the local annual financial audit required by the Public School Code of 1949, as amended. We conducted our audit in accordance with *Government Auditing Standards* issued by the Comptroller General of the United States. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit.

Scope

Overall, our audit covered the period July 1, 2013 through June 30, 2017. In addition, the scope of each individual audit objective is detailed on the next page.

The Central York School District's (District) management is responsible for establishing and maintaining effective internal controls to provide reasonable assurance that the District is in compliance with certain relevant state laws, regulations, contracts, and administrative procedures (relevant requirements).¹⁰ In conducting our audit, we obtained an understanding of the District's internal controls, including any information technology controls, which we consider to be significant within the context of our audit objectives. We assessed whether those controls were properly designed and implemented. Any deficiencies in internal controls that were identified during the conduct of our audit and determined to be significant within the context of our audit objectives are included in this report.

⁹ 72 P.S. §§ 402 and 403.

¹⁰ Internal controls are processes designed by management to provide reasonable assurance of achieving objectives in areas such as: effectiveness and efficiency of operations; relevance and reliability of operational and financial information; and compliance with certain relevant state laws, regulations, contracts, and administrative procedures.

Objectives/Methodology

In order to properly plan our audit and to guide us in selecting objectives, we reviewed pertinent laws and regulations, board meeting minutes, academic performance data, annual financial reports, annual budgets, new or amended policies and procedures, and the independent audit report of the District's basic financial statements for the fiscal years July 1, 2013 through June 30, 2017. We also determined if the District had key personnel or software vendor changes since the prior audit.

Performance audits draw conclusions based on an evaluation of sufficient, appropriate evidence. Evidence is measured against criteria, such as laws, regulations, third-party studies, and best business practices. Our audit focused on the following areas:

- ✓ Procurement Cards
- ✓ Bus Driver Requirements
- ✓ School Safety

As we conducted our audit procedures, we sought to determine answers to the following questions, which served as our audit objectives:

- ✓ Did the District have board-approved policies that addressed the use of District issued procurement cards, and were policies and procedures followed when procurement cards were used?
 - To address this objective, we obtained the District's policies and procedures and interviewed District personnel to obtain an understanding of the District's internal controls and procedures surrounding the processing of procurement card transactions. We obtained the District's agreement with the bank who issued the procurement cards. We obtained a list of employees who were issued a procurement card and a detailed spreadsheet listing all of the transactions made with procurement cards during the period July 1, 2016 through June 30, 2017. Of the 6,063 transactions, we randomly selected 60 for detailed testing.¹¹ We reviewed invoices, detailed receipts, and payment approvals to determine if procurement card purchases were made in accordance with District policy. Our review of this objective did not disclose any reportable issues.
- ✓ Did the District ensure that bus drivers transporting District students had the required driver's license, physical exam, training, background checks, and clearances as outlined in applicable laws?¹² Also, did the District have written policies and procedures governing the hiring of new bus drivers that would, when followed, provide reasonable assurance of compliance with applicable laws?

¹¹ Audit-sampling methodology was not applied to achieve this test objective; accordingly, the results of this audit procedure are not, and should not be, projected to the population.

¹² 24 P.S. § 1-111, 23 Pa.C.S. § 6344(a.1), 24 P.S. § 2070.1a *et seq.*, 75 Pa.C.S. §§ 1508.1 and 1509, and 22 *Pa. Code Chapter 8*.

- To address this objective, we randomly selected 10 of the 97 bus drivers transporting District students as of December 3, 2018.¹³ We reviewed documentation to ensure the District complied with the requirements for bus drivers. We also determined if the District had written policies and procedures governing the hiring of bus drivers and if those procedures ensure compliance with bus driver hiring requirements. Our review of this objective did not disclose any reportable issues.

- ✓ Did the District take actions to ensure it provided a safe school environment?¹⁴
 - To address this objective, we reviewed a variety of documentation including, safety plans, training schedules, anti-bullying policies, and fire drill reports. In addition, we conducted on-site reviews at three out of the District’s seven school buildings¹⁵ (one from each education level) to assess whether the District had implemented basic safety practices.¹⁶ Due to the sensitive nature of school safety, the results of our review for this objective area are not described in our audit report. The results of our school safety review were shared with District officials, the PDE, and other appropriate agencies deemed necessary.

¹³ Audit-sampling methodology was not applied to achieve this test objective; accordingly, the results of this audit procedure are not, and should not be, projected to the population.

¹⁴ 24 P.S. § 13-1301-A *et seq.*

¹⁵ We conducted on-site reviews at the District’s one high school and one middle school. We then selected the oldest of the District’s five elementary schools and conducted an onsite review of that school. Therefore, the results of this audit procedure are not, and should not be, projected to the population.

¹⁶ Basic safety practices evaluated were building security, bullying prevention, visitor procedures, risk and vulnerability assessments, and preparedness.

Distribution List

This report was initially distributed to the Superintendent of the District, the Board of School Directors, and the following stakeholders:

The Honorable Tom W. Wolf

Governor
Commonwealth of Pennsylvania
Harrisburg, PA 17120

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The Honorable Joe Torsella

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Mr. Nathan Mains

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Mechanicsburg, PA 17050

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