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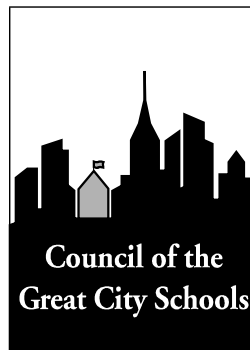
Evaluation of the School Food Service Operations

Evaluation of the School Food Service Operations

Report of the Strategic Support Team

**Submitted to the
Rochester City School District**

**By the
Council of the Great City Schools**



March 2004

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ACKNOWLEDGEMENTS

The Council of the Great City Schools thanks the many individuals who contributed to this review of the Rochester City School District (RCSD). Their efforts and commitment were critical to the Council's ability to present the school district with the best possible recommendations.

First, we thank Henry Marini, the district's Chief Executive Officer for Business and Financial Services. It is not easy to ask one's colleagues to scrutinize one's operations. It takes courage and openness. And, it requires a commitment to the school district's children that is uncompromising.

Second, we thank members of the district staff who provided the time and the materials the project team needed to do its work. Their honesty was critical to our understanding of the challenges that the district faces.

Third, the Council thanks the school districts that contributed staff to this effort. They included the Columbus Public Schools; the Minneapolis Public Schools; the St. Paul Public Schools; and the Sweetwater Union High School District. Staff members from these school districts provided their expert services to the RCSD *pro bono*. The enthusiasm and generosity of these individuals and their school districts are examples of how the nation's urban public school systems are banding together to help each other improve.

Finally, I thank Janet Na, Consultant to the Council, who drafted this report, and Bob Carlson, the Council's Director of Management Services, who managed the project. Their work was critical to the success of the project. Thank you.

Michael Casserly
Executive Director
Council of the Great City Schools

EXECUTIVE SUMMARY

The Rochester City School District is the third largest school district in New York State. It serves 36,500 students in kindergarten through grade 12, including 2,900 (8%) limited English proficient students, and 5,500 (15%) students with disabilities. An additional 2,000 preschool children and 15,000 adult students in continuing education and GED programs are served by the district.

The district has an FY 2004 budget of \$552 million; maintains more than 50 buildings; and employs approximately 5,300 employees, including 250 administrators, 3,600 teachers, 1,500 support personnel, and approximately 900 substitute teachers. The district's business and financial services are supervised by a Chief Executive Officer who is responsible for 12 departments including information technology, transportation, store house, audit, facilities, accounting, budget, purchasing, grants, business processes, instructional technology, and food services operations.

The district's School Food Service operations are supported by an FY 2004 operating budget of \$14,415,000, which includes \$12,055,000 from federal and state government meal reimbursements, and \$2,360,000 from government donated foods and commodities, and cafeteria and catering sales. The department prepares, delivers and is accountable for approximately 11,000 breakfasts and 24,000 lunches daily. The department provides additional meal services including catering, nutritional snacks, student summer school programs, summer recreational programs, and private schools.

In January 2004, the Chief Executive Officer for business services invited the Council of the Great City Schools to convene a Strategic Support Team to review and evaluate the district's School Food Service operations and to recommend ways to address any short-comings.

The Council assembled a team of four senior managers with extensive experience in managing food service operations in large urban school districts. The team reviewed documents, made a site visit to the district, and interviewed staff to form its findings and recommendations.

Overall, the team found that the School Food Service operations of the Rochester City School District are in critical need of improvement. The team's recommendations for improving the Food Services Department are summarized below—

General

- Adopt the “Keys to Excellence in School Food and Nutrition Program” of the American School Food Services Association as the foundation for developing an efficient, cost effective, and high quality food service operation.

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Organization

- Streamline the district’s Chief Executive Office for Business and Financial Services by reducing the number of “direct line” reports to three.
- Restructure and realign the core functions of the School Food Service operations into five divisions reporting to a Director.
- Fill the Assistant Director position to ensure a logical chain of command and appropriate reporting relationships.
- Make the School Nutrition Coordinator a full-time position and assign it responsibilities for procurement, inventory, menu, and meal planning.

Leadership

- Evaluate the current Director’s interest and ability to be a change agent or select a new Director who can create an efficient, cost effective, and high quality School Food Service operation.
- Create departmental strategic and operational plans to meet short- and long-term objectives.
- Develop a comprehensive set of policies, operational procedures, and administrative regulations to direct operations.
- Formalize leadership and cross-functional teams to develop, prioritize, and manage improvement projects.
- Schedule regular meetings with department staff and customers to assess operations, set targets, and direct improvements.
- Earmark a portion of the Department’s budget for professional development, out-of-district travel, association membership fees, and books and publications that can be used to improve operations.
- Integrate the marketing and public relations functions into line operations and use a website, email, and other media to reach students, parents and potential customers.

Management

- Resolve outstanding compliance issues from all previous Coordinated Review Efforts and Internal Audits.

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- Formalize a procedure for correcting, and monitoring outstanding actions from any future Coordinated Review Efforts (CRE) and Internal Audits.
- Determine why State reimbursements for meal claims were delayed beyond September, and why the October through December claims had not been verified.
- Create a system of internal accounting, administrative controls, and record-keeping procedures that will comply with federal and state regulatory requirements.
- Verify and reconcile cash on-hand with cash register tapes, deposit slips, and bank statements to improve accountability.
- Perform monthly and year-end financial analyses for all cafeteria locations, catering, and other food programs
- Set financial goals and revenue and expense projections.
- Compare the district's per meal costs, numbers of meals per labor hours, and indirect costs with comparable school districts to determine true costs.
- Conduct studies to reduce food, labor, and packaging costs.
- Formalize agreements that allocate all costs to non-public schools which receive food services.
- Consider using Provision 2 of the USDA Food & Nutrition Services School Meals Program to simplify meal counting and claims processing, and increase meal participation.
- Create a position responsible for supervising all department personnel.
- Strengthen disciplinary procedures and provide supervisory training to increase management and operational quality.
- Use the functionality of the PeopleSoft Enterprise Resource Management (ERM) system to monitor time and attendance.
- Conduct a study to ensure wage structures are comparable with metropolitan-area school districts, and adjust the benefits package based on standard practices.

Operations

- Redesign the Central Kitchen facility to achieve operational efficiencies and higher sanitation and safety standards.

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- Streamline and mechanize food production and packaging processes.
- Use up-to-date technical information and step-by-step procedures to ensure that the food flowing from receiving-to-service meets the highest safety and sanitation standards.
- Assign quality assurance, inspection, and training to one person in order to drive food safety and sanitation standards into all line functions.
- Develop a comprehensive capital plan with design and equipment standards, replacement cycles, and cost estimates to update all central kitchen and cafeteria facilities.
- Acquire an integrated work order system that analyzes, measures, tracks, and manages preventive maintenance, and consider allocating maintenance costs to schools (including charter schools.)
- Regularly review, analyze, and monitor the operational costs of the Central Kitchen.
- Redesign the Warehouse and Storage Areas to eliminate off-site storage requirements.
- Better manage commodity entitlements to reduce pilfering.
- Revise bid “specs” and use a blind test tasting process for accepting prices higher than the lowest bidder.
- Measure customer satisfaction and involve stakeholders in developing more balanced and appealing menus to increase participation levels.
- Create a Food Services Advisory Committee of key food service managers, principals, and customers to improve meal quality and nutritional values.
- Use weekly, manual pre-written forms to place orders to the Central Kitchen until some electronic forms or methods are acquired.
- Use “cold pack” items that are not unitized to simplify menu planning
- Implement a food recycling program—sharing table—in all elementary schools to increase meal participation, reduce plate waste and food costs, and improve production efforts.
- Adopt a standard cycle menu based on student participation levels to reduce product shrinkage and waste, and save money.

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- Assess the requirements and cost consequences for preparing meals that meet the special dietary needs of students.
- Centralize the administration of the Family Free and Reduced Meal applications to ensure accuracy in the approval processes.
- Use the functionalities of the PeopleSoft system to meet the financial, purchasing, and other reporting business requirements of the Department.
- Develop a Request for Proposal (RFP) process and project work plan to guide the selection and implementation of a Point of Sale (POS) management system.
- Provide on-line access to all key policies, procedures, documents, menus, etc.

I. PROJECT OVERVIEW

A. Rochester City School District

Located in western New York along the shore of Lake Ontario, Rochester is the state's third largest city. It has a city population of 219,773 people and a metropolitan population of 713,968.

The Rochester City School District serves 36,500 students in kindergarten through grade 12, including 2,900 (8 percent) limited English proficient students, and 5,500 (15 percent) students with disabilities. An additional 2,000 preschool children and 15,000 adult students in continuing education and GED programs are served by the district. The district also provides support services to more than 6,000 students who attend some 200 private, parochial, and charter schools; suburban schools; and students who are home-schooled.

The district's student body is 64 percent African American; 20 percent Hispanic; 14 percent white; and 2 percent Native American, Asian, and other racial minority groups. Students speak some thirty-five different languages.

The district is governed by a seven member Board of Education whose members are elected to four-year terms by a citywide vote. Dr. Manual J. Rivera was named Superintendent of the Rochester City School District on April 1, 2003 following a national search.

The district has an FY 2004 budget of \$552 million and maintains more than 50 buildings, more than half of which are more than 50 years old. These buildings include 40 elementary schools, 16 secondary schools, an adult and family Learning Center, and several alternative educational programs. The district also employs approximately 5,300 individuals, including 250 administrators, 3,600 teachers, 1,500 support personnel, and approximately 900 substitute teachers.

The district's business and financial services are supervised by a Chief Executive Officer, who is responsible for 12 departments including information technology, transportation, store house, audit, facilities, food service, accounting, budget, purchasing, grants, business processes, and instructional technology. (Exhibit 1 shows the Organizational Structure of the district's Chief Executive Office.)

B. School Food Services

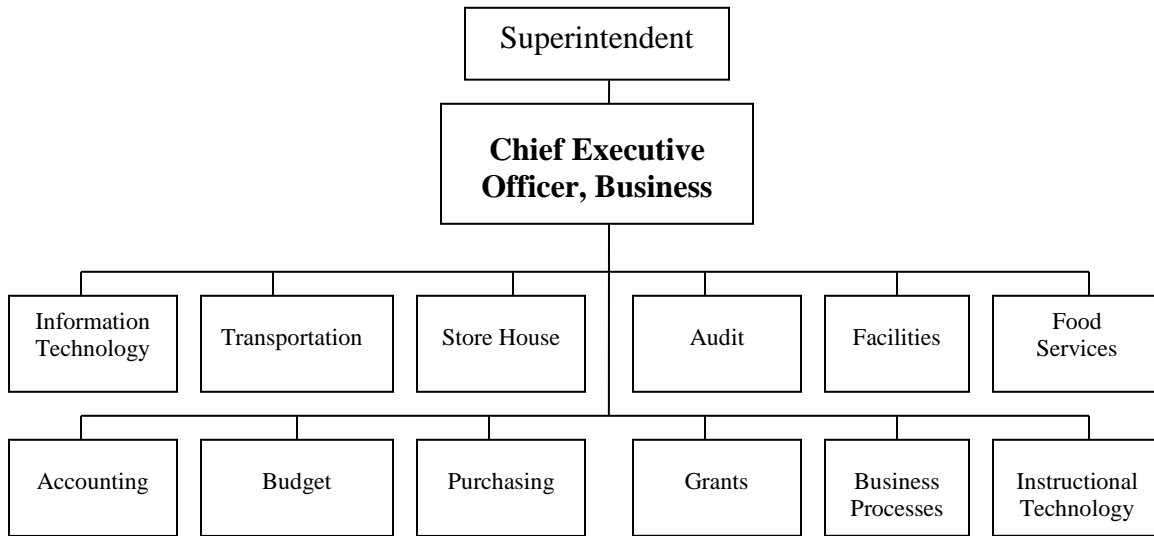
Operations

The Rochester City School District serves a city that is the eleventh poorest in the nation, according to the Children's Defense Fund. Approximately 72 percent of the district's students are eligible for free meals and 4 percent are eligible to receive meals at reduced prices.

Exhibit 1. Organizational Structure of the Chief Executive Officer

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Business & Financial Services



School Food Services are supported by an FY 2004 operating budget of \$14,415,000, including \$12,055,000 from federal and state government meal reimbursements, and \$2,360,000 from government donated foods and commodities, and cafeteria catering sales. (Exhibit 2 displays the FY 2004 Total Operating Revenues and Expenses of the School Food Service operations of the district by major objects.)

Exhibit 2. Total Operating Revenues and Expenses, FY 2004

Operating Revenues		
	Reimbursement Federal-Breakfast	\$ 2,900,000
	Reimbursement State-Breakfast	250,000
	Reimbursement Federal-Lunch	8,500,000
	Reimbursement State-Lunch	340,000
	Reimbursement-Snacks	65,000
	Sub Total Reimbursements	\$12,055,000
	Cash Sales	1,700,000
	Surplus Foods	300,000
	Summer Feeding Program	360,000
	Total Cash Sales	\$ 2,360,000
	Total Operating Revenues	\$ 14,415,000
Expenditures		
	Civil Service Salary	\$ 5,924,108
	Employee Benefits	1,539,000
	Equipment	160,000
	Computer Hardware	4,000

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	Utilities	1,500
	Supplies & Materials	6,119,342
	Service Contract & Repairs	202,000
	Postage, Printing & Advertising	23,650
	Auto Supplies	8,000
	Office Supplies	10,000
	Computer Software	1,000
	Professional/Technical Services	34,000
	Miscellaneous Services	230,000
	Professional Development	3,000
	Employer Retirement System	155,000
	Total Appropriations	\$14,415,000

Approximately 360 employees work in the Food Services Department. Most individuals (95 percent) in the Department are ten-month employees who work during the regular school year. Approximately 296 of these employees are represented by the Board of Education Non-Teaching Employees collective bargaining unit (BENTE); 63 are non-classified employees; and 24 substitute (per diem) employees are employed to fill the positions of absent employees. Cafeteria lunchroom aides are the responsibility of individual school principals and are not the responsibility of the Department.

Exhibit 3 shows the Organizational Structure and Core Functions of the district's Food Service Operations.

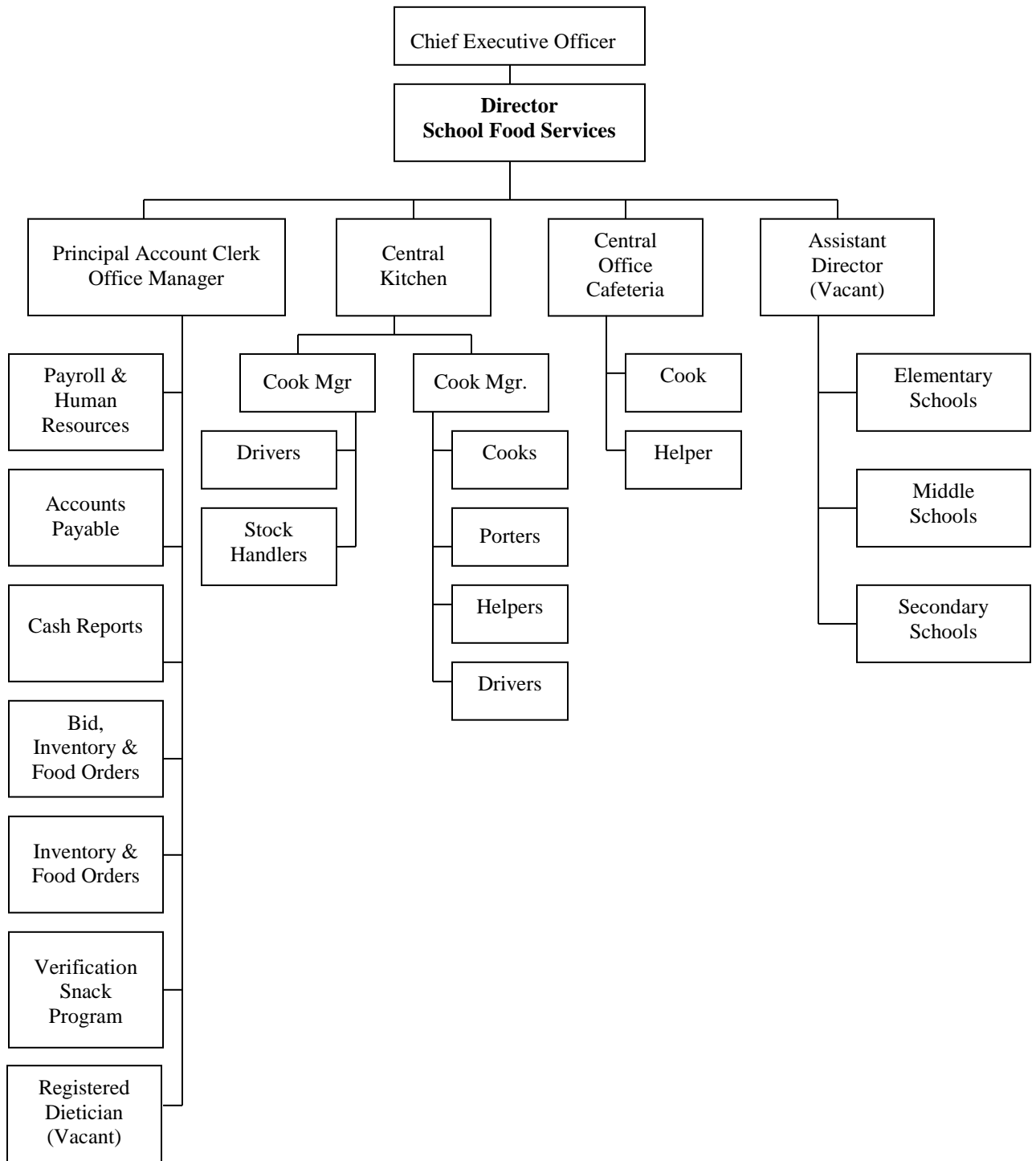
Services

The Food Service Department prepares, delivers, and is accountable for 11,000 breakfasts and 24,000 lunches delivered daily to students at 40 district and seven city parochial elementary schools, 14 district secondary schools, and the district's central office cafeteria. The department also provides the following meal services—

- Catering for group and organizations at district schools.
- Approximately 9,000 nutritional snacks delivered daily to students participating in after-school care programs at district facilities.
- Students enrolled in the district's summer school programs.
- Meals for youths participating in the city's summer recreation program.
- Meals for students attending private schools.

Exhibit 3: Organizational Structure of School Food Services

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Student cafeteria menus are developed using the Nutrient Standard Menu Planning option to ensure that meals meet minimum nutritional standards as established by the United States Department of Agriculture. Vegetarian, non-pork, and medical diet (diabetes, food allergies, etc.) menus are available for students with diabetes, food allergies, and other special needs.

C. Council of the Great City Schools

The Council of the Great City Schools (CGCS) is a coalition of 64 of the nation's largest urban public school systems. Its mission is to advocate for urban schools and to assist them as they improve.

To meet this mission, the Council provides its members with instructional and management reviews, using Strategic Support Teams composed of senior staff from other large school systems nationwide with strong records of academic improvement and management excellence. The organization has conducted over 80 reviews in 23 large city school districts over the last four years. (See Appendix E for a list of previous reviews.)

The reports generated by these reviews are often critical, but they have resulted in significant reforms in urban school districts. Complementary reports often document best practices that serve as guides for continuous improvements in other urban districts.

D. Project Goals

In December 2003, Henry Marini, the Chief Executive Officer for Business and Financial Services of the Rochester City School District, requested the Council to convene a Strategic Support Team (SST) to—

- Review and evaluate the district's School Food Service Operations (Food Services Department).
- Recommend steps to address any shortcomings and establish a long-term direction for an efficient, cost-effective, and high quality food service program.

E. Project Team

To conduct this review, the Council assembled a team of four senior managers with extensive experience managing food service operations in large urban school districts. The Strategic Support Team was composed of the following individuals (See Appendix D for short biographies of team members.)—

1. Strategic Support Team Members

Sue Gilroy
Director, Food Services
Sweetwater Union High School District (CA)

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Phyllis Griffith
Director, Food Services (Retired)
Columbus Public Schools (OH)

JoEllen Miner
Director, Food Services (Retired)
Minneapolis Public Schools (MN)

Jean Ronnei
Director, Food Nutrition Services
St. Paul Public Schools (MN)

2. Council Staff

Robert Carlson
Director, Management Services

Janet Na
Consultant to the Council of the Great City Schools

F. Project Activities

Fieldwork for this project was conducted during a three-and-a-half day site visit to Rochester on January 13-16, 2004. The schedule for the site visit is outlined below. (See Appendix A for a detailed working agenda.)

Tuesday, January 13	Preliminary meeting
Wednesday, January 14	Interviews and observations
Thursday, January 15	Interviews, observations and site visits
Friday, January 16	Initial findings and recommendations

Before traveling to Rochester, the Strategic Support Team reviewed organization charts, policies and procedures, staffing and budget allocations, position descriptions, audit reports, and other relevant information. The Team also examined additional documents during its visit to Rochester. (See Appendix B for a list of documents reviewed by the team.)

The review began with a planning meeting with the district's Chief Executive Officer Henry Marini and the Director of School Food Services, Kirk Aderman, to review and clarify the project's objectives. The first day of the site visit was devoted to interviews with central office staff of the Food Services Department, representatives of the Board of Education Non-Teaching Employees (BENTE), and a representative group of principals. (See Appendix C for a list of individuals interviewed for the project.) Unfortunately, extremely cold weather and snow storms closed the district's operations during the second and third days. Consequently, the Team was unable to conduct its scheduled interviews with the elementary and secondary cooks and cafeteria managers, and student body

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presidents and representatives. The Team was also restricted to site visits to the central kitchen facility and one elementary school.

The last day of the site visit was devoted to processing the information obtained during the site visit. Draft copies of this report were sent to each team member to validate content and add detail to the findings and recommendations. The final report was forwarded to the Chief Executive Officer for review and distribution.

G. Project Benefits

The Council's peer review process is unique in its use of current and former senior school managers with strong reputations for effective operations and best practices. The review process has three benefits:

1. **Credibility.** The process is highly credible because it uses subject-matter experts who know what it is like to work in and for large urban school districts and who know how to provide realistic recommendations that can be implemented in the real world.
2. **Collegiality.** The process provides a district with a ready-made pool of experts that it can work with after the review is completed. The approach also promotes the sharing of lessons learned from other large school districts that have addressed similar issues.
3. **Cost efficiency.** The process identifies issues and concerns quickly because it is led by experts who know how districts operate—both their strengths and their weaknesses. This efficiency reduces the “learning curve” for the reviewers and enables the Council to offer high quality services quickly and at reasonable costs.

II. FINDINGS AND RECOMMENDATIONS

The Council of the Great City schools and its Strategic Support Team were asked to review and evaluate the School Food Service operations of the Rochester City School District and to recommend steps to address any short-comings and establish a direction that could make the unit a more efficient, cost-effective, and high quality food service program.

Overall, the team found that the School Food Services operations were in critical need of improvement. The team's report includes general findings and one overarching recommendation; and a series of recommendations to correct major deficiencies in four specific areas: organization, leadership, management, and operations.

A. General

Findings

- Department employees are dedicated to the district, exhibit pride in their work, are generally satisfied with their working conditions, and clearly understand and believe that their primary focus are students and schools .
- The newly elected leadership of the Board of Education Non-Teaching Employees (BENTE) organization is interested and willing to participate as a partner in developing an efficient, cost-effective, and high quality food service program
- School building principals feel the department is supportive and friendly.
- There are no current worker compensation claims in the department, indicating that worker safety was generally good.

Recommendation

- Adopt the “Keys to Excellence in School Food and Nutrition Program” of the American School Food Services Association as the foundation for building on the department's strengths. The program is a self-assessment tool for evaluating child nutrition programs in key areas, including administration, nutrition and nutrition education, operations, communications, and marketing. The long-term purposes of the program are to—
 - Benchmark school nutrition quality.
 - Demonstrate commitment to excellence.
 - Win respect from peers, employees, and the school community.

B. Organization

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Findings

- The reorganization of the district’s business services unit increased the Chief Executive Officer’s (CEO) span of control to 12 “direct line” reports. This makes it difficult for the CEO to adequately supervise each department and align their functions to support the district’s overall mission and strategic plan.
- The Food Service Department is not organized by functions and lacks a logical division of work and chain of command. For example—
 - The School Nutrition Coordinator and a Cook Manager who is responsible for snack program verification report to the Office Manager who performs accounting functions.
 - Middle and high school managers report to the Director while elementary school managers report to two Cook Managers who are referred to as Road Managers.
- The year and a half vacancy in the Assistant Director’s position has shifted work to the Director and other personnel.
- The vacancy in the School Nutrition Coordinator’s position could ultimately affect food quality and integrity because no one else in the department knows nutritional analyses.

Recommendations

- ★ Streamline the district’s Chief Executive Office for Business and Financial Services by reducing the number of “direct line” reports to three departments. (Exhibit 4 shows a Proposed Organizational Structure for the district’s Chief Executive Office.)
- ★ Restructure and realign the core functions of the School Food Service operations into five divisions reporting to a Director. (Exhibit 5 shows a Proposed Organizational Structure for the district’s School Food Services.)
- ★ Fill the Assistant Director position to ensure a logical chain of command and reporting relationships. If the position is not filled, further restructure, and align functions and reporting responsibilities to make the department an efficient, cost effective, and high quality operation.
- ★ Make the School Nutrition Coordinator a full-time position and assign it responsibilities for procurement, inventory, menu, and meal planning.

Exhibit 4. Proposed Organizational Structure

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Chief Executive Officer for Business and Financial Services

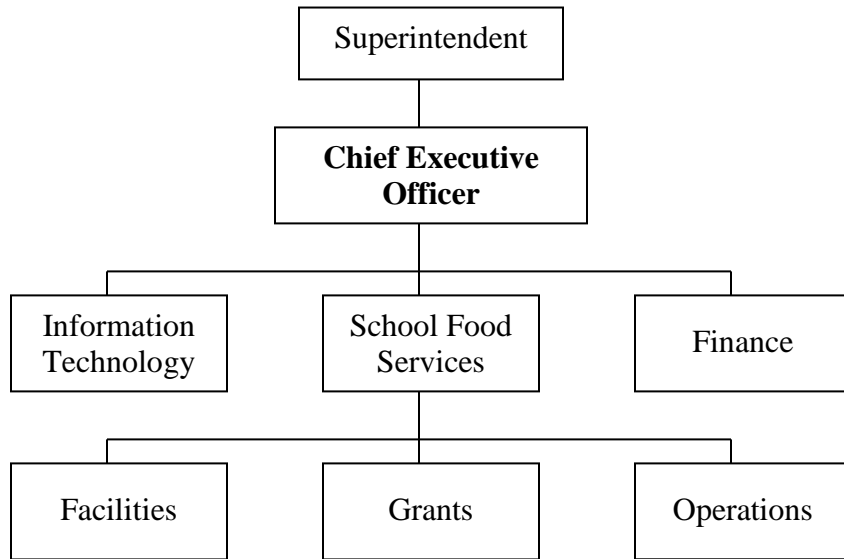
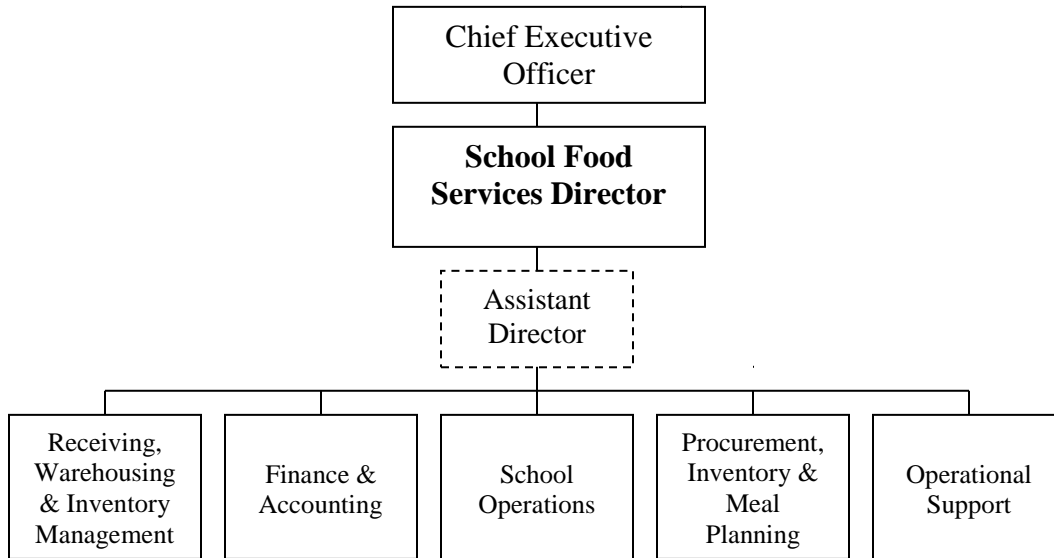


Exhibit 5. Proposed Organizational Structure, School Food Services*



* Core functions of the Central Kitchen would include—

- ◆ Receiving, Warehousing and Inventory Management with responsibility for other locations such as Holly Storage.
- ◆ Production and Food Preparation.
- ◆ Sanitation and Food Safety.

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- ◆ Packaging.
- ◆ Distribution.
- ◆ Training.
- ◆ Accountability and Performance Management.
- ◆ Staffing.

Core functions of Finance and Accounting would include—

- ◆ Budget.
- ◆ Cash Management.
- ◆ Accounts Payable.
- ◆ Payroll.
- ◆ Cost and Revenue Analyses.
- ◆ Free and Reduced Lunch Applications with a centralized approval process.
- ◆ Monthly Revenue and Expense Statements.

Core functions of School Operations and Coordination would include—

- ◆ Meal Preparation.
- ◆ Serving.
- ◆ Meal Reconciliation by eligibility categories with approved applications on file.
- ◆ Accountability and Performance Management of meals served by category and inventory.
- ◆ Training.
- ◆ Federal and State Compliance.
- ◆ Food Production Records.
- ◆ Nutrient Analyses.

Core functions of Procurement, Inventory, and Meal-Planning would include—

- ◆ Bids
- ◆ Food Specifications
- ◆ Purchasing
- ◆ Menu-Planning using committees, taste tests, and pre-costed menu cycles
- ◆ Commodity Program and Processing

Core functions of Operational Support would include—

- ◆ Information Technology
- ◆ Sanitation
- ◆ Community Involvement and Public Relations
- ◆ Marketing
- ◆ Equipment and Maintenance Planning

C. Leadership

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Findings

- The Director of School Food Services maintains the status-quo and shows little sense of urgency or interest in improving the department.
- The department does not have a strategic plan with a vision and mission statement and long-term goals and objectives.
- There is no department operational plan with standards, annual targets, and performance and accountability measurements.
- The department does not benchmark best practices; provides no professional development opportunities; and shows little interest in networking with comparable districts to improve food services operations.¹
- There are inadequate departmental policies and operating procedures. For example, the Team saw—
 - Insufficient detail in the district’s *Business Services Procedures and Reference Manual 2003-2004* and the department’s six-page procedural manual to direct the school food services operations.
 - Inadequate internal controls for food storage, warehouse inventory management, food transfers and returns, food quality standards, sanitation practices, comparison of meals-delivered to meals-claimed to determine food waste.
 - Unsound and poorly managed cash management and record keeping procedures resulting in non-compliance with federal and state regulations.
 - Limited disciplinary procedures for employees who fail to follow existing policies.
- Projects are not prioritized, and there are no formal leadership teams or cross-functional teams to manage them even if they were prioritized.
- There are insufficient communication processes in the department. For example, the Team observed—
 - No regularly-scheduled departmental staff meetings other than the one convened at the beginning of the year.

¹ There were no allocations in the FY 2004 budget for mileage, out-of-district travel, membership fees, or books and publications. The Team learned that the Board of Education Non-Teaching Employees (BENTE) union had funded some limited professional development opportunities for department employees.

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- Minimal use of the district's e-mail system because less than ten department employees have access to e-mail.
- No notification of weekly-menu changes to food services staff in the schools.
- No department website.
- There are no coordinated public relations, media or marketing efforts to reach students, parents, and potential customers.²

Recommendations

- ★ Evaluate the current Director's interest and ability to be a change agent rather than a caretaker. If the interest and ability are not present, select a new Director with the leadership skills to establish an efficient, cost-effective, and high quality School Food Service operation.
- ★ Create a departmental strategic plan with a vision and mission statement, and operational plans with standards, annual targets, and performance and accountability measurements to meet short- and long-term objectives.
- ★ Develop and maintain a comprehensive set of departmental policies, operational procedures, and administrative regulations to direct operations.
- ★ Formalize departmental leadership and cross-functional teams to develop, prioritize, and manage projects.
- ★ Schedule regular departmental meetings with department staff and customers to assess, set targets, and direct improvements.
- ★ Earmark a portion of the department budget for professional development, out-of-district travel, association membership fees, and books and publications that can be used to improve operations.
- ★ Integrate the marketing and public relations functions of the units into line operations.
- ★ Develop and use a departmental website, email and other media in a coordinated effort to reach students, parents, and other potential customers.

D. Management

Financial Management

² Team observed informal, torn, worn out, and outdated signage.

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Findings

- There are no formalized procedures to correct previous audit findings. For instance, the Team found—
 - Non-compliance issues in the January 1999 Coordinated Review Effort (CRE) by the New York State Department of Education that required a follow-up review and lead to the withholding of state meal reimbursement funds for 4 months.³
 - A “lack of signatures to trace [the] succession of product transfers” in the 2001 Department of Internal Audit on Physical Inventory that was repeated in a 2003 Physical Inventory Audit.⁴
 - The 2003 Department of Internal Audit that found an unacceptable discrepancy of \$330,661 in the Micro Applications for Public Schools (MAPS) system inventory and the actual inventory (\$579,878 to \$279,217).⁵
- There is no evidence that any planning or actions have been taken to address previous compliance issues in anticipation of the 2004-2005 Coordinated Review Effort (CRE).
- The department has not determined why state reimbursements for meal claims were delayed beyond September, or why the October through December claims had not been verified.
- Internal accounting, administrative controls, and record keeping procedures are inadequate to ensure compliance with federal and state regulations.
- Cash on-hand is not verified, reviewed for accuracy, or reconciled with cash register tapes, deposit slips, and bank statements.
- Monthly and year-end financial analyses are not used to identify and compare revenues and expenses for cafeteria locations, catering, and other food programs.
- Records of meals received by schools are not reviewed for accuracy or reasonableness, or verified or reconciled with logs or receipt sign-offs.

³ Reimbursement funds were released after a second follow-up review.

⁴ The 2003 Department of Internal Audit report found that 70% of the Food Transfer Forms did not have approval signatures from either a School Manager or truck driver.

⁵ A copy of the district’s management responses to the 2003 Internal Audit was not available to the Team at the time of the review. The Team subsequently found that the Food Services Director met with the Internal Audit department on February 4, 2004 and subsequently responded in a February 23, 2004 management letter.

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- There is no assurance that meal-counting and claims-processing are accurate and comply with federal and state regulations.
- Participation levels, revenue and expense projections, and other financial goals have not been analyzed or studied for how they could be more effective and efficient.
- Per meal labor costs, numbers of meals produced per labor hour, and indirect costs are not studied and compared with comparably-sized school districts to determine true costs.
- Studies are not conducted to reduce waste, labor, and food and packaging costs. For example—
 - The food and labor costs associated with preparing and packaging items from scratch are not compared to prepackaged entrees.
 - Cost savings associated with utilizing cold packs have not been compared to bulk foods sent to elementary schools.
- Revenues, expenses, and participation levels for cafeteria locations, catering, and other food programs are not measured on a monthly basis.
- The feasibility of increasing meal participation by eliminating the \$0.25 charge for the reduced lunch program that serves approximately 1,500 district students has not been studied.
- The FY 2003 fund balance of \$900,000 appears to be low for a department with an approximately \$14,000,000 operating budget.
- There are no signed contracts with the non-public schools, which are provided full food services by the district regardless of size.⁶

Recommendations

- ★ Resolve outstanding compliance issues from all previous Coordinated Review Effort and Internal Audits.
- ★ Formalize a procedure for preparing, correcting, and monitoring corrective actions for all future Coordinated Review Efforts (CRE) and Internal Audits.
- ★ Determine why State reimbursements for meal claims were delayed beyond September, and why the October through December claims had not been verified.

⁶ It is most likely that expenditures far exceed revenues since most non-public schools have small enrollments and low free and reduced meal eligibilities.

Evaluation of the School Food Service Operations of the Rochester Schools

- ★ Create a system of internal accounting, administrative controls, and record-keeping procedures for cash handling, and meal ticket management processes that will comply with federal and state regulatory requirements.
- ★ Verify and reconcile cash on-hand with cash register tapes, deposit slips, and bank statements to improve accountability.
- ★ Perform monthly and year-end financial analyses for all cafeteria locations, catering and other food programs that include—
 - Monthly School Food Services Operating reports by location, including—
 - ◆ Attendance
 - ◆ Breakfast and lunch participation
 - ◆ Meals served
 - ◆ School labor hours – assigned vs. actuals
 - ◆ Revenues
 - ◆ Labor expenses
 - ◆ Other expenses
 - ◆ Food expenses
 - ◆ Repair expenses
 - ◆ Building & equipment expenses
 - ◆ Meal served per labor hour against established formula
 - ◆ Miscellaneous expenses
 - Comparisons of—
 - ◆ Revenues
 - ◆ Expenditures
 - ◆ Net Revenue
 - ◆ Meals (number of meals, number of days, average per day)
 - ◆ Average daily breakfast by level (elementary, middle, high schools, joint agreements, others)
 - ◆ Snacks – delivered vs. claimed
 - ◆ Catering revenues and receivables
 - ◆ A la carte sales
 - ◆ Administrative sales
 - ◆ School deposits (deposits, number of days, average daily deposits)
 - Food service expenditures stated as a percent of revenues, including—
 - ◆ Food cost (including milk)
 - ◆ Supply cost
 - ◆ Labor cost
 - ◆ Equipment cost

Evaluation of the School Food Service Operations of the Rochester Schools

- ◆ Indirect cost
- ◆ Profitability or retention of funds for program re-investments
- Budget to actual comparisons, including—
 - ◆ Salaries and benefits
 - ◆ Food and milk costs
 - ◆ Supplies and materials
 - ◆ Equipment and capital
 - ◆ Other expenses
- ★ Set financial goals such as participation rates and revenue and expense projections.
- ★ Compare the districts per meal costs, numbers of meals per labor hours, and indirect costs with comparable school districts to determine true costs.
- ★ Conduct internal studies to reduce food, labor, and packaging costs by comparing—
 - Costs for preparing and packaging items from scratch with prepackaged entrees.
 - Costs of utilizing cold packs with bulk foods sent to elementary schools.
- ★ Formalize written agreements that allocate all costs, including indirect costs such as equipment and overhead, to non-public schools that receive food services.
- ★ Consider using Provision 2 of the USDA Food & Nutrition Services School Meals Program to simplify meal counting and claims processing, and increase meal participation.⁷

Personnel Management

Findings

⁷ 11(a)(1) of the National School Lunch Act provides three alternative provisions to the normal requirements for annual determinations of eligibility for free and reduced price school meals and daily meal counts by type (free, reduced price and paid meals) at the point of service. Provision 2 allows schools to establish claiming percentages and to serve all meals at no charge for a 4 year period. Schools must serve meals to all participating children at no charge for a period of 4 years. During the first year, or base year, the school makes eligibility determinations and takes meal counts by type. During the next 3 years, the school makes no new eligibility determinations and counts only the total number of reimbursable meals served each day. Reimbursement during these years is determined by applying the percentages of free, reduced price and paid meals served during the corresponding month of the base year to the total meal count for the claiming month. The base year is included as part of the 4 years. At the end of each 4 year period, the State agency may approve 4 year extensions if the income level of the school's population remains stable. Schools electing this alternative must pay the difference between Federal reimbursement and the cost of providing all meals at no charge. The money to pay for this difference must be from sources other than federal funds. (www.fns.usda.gov/cnd/Governance/prov-1-2-3/Prov1_2_3_FactSheet.htm)

Evaluation of the School Food Service Operations of the Rochester Schools

- There are inadequate and manually-intensive procedures for monitoring, evaluating, supervising, and disciplining personnel. The Team was told, for example, that—
 - Operations personnel leave the job without permission.
 - The submission of overtime occurs without pre-approval by a supervisor.
 - Sick leave or other time-off reporting, with or without pay, is not monitored by a supervisor before time sheets are submitted to payroll.
 - High absentee rates, including 2-12 daily sick leave claims in the central kitchen, are raising substitute labor costs.
- Oversight for middle and high school operations is not assigned to a supervisor, and Road Managers are not adequately supported with the training and tools to supervise elementary school operations.
- Studies have not been conducted to ensure the department's wage structures are comparable with metropolitan-area school districts or benefits are reasonable based on standard best practices.

Recommendations

- ★ Create a position responsible for overall supervision of all department personnel.
- ★ Set performance goals, strengthen monitoring, evaluation, supervision and disciplinary procedures, and provide training for all supervisory personnel to increase management and operational quality.
- ★ Use the functionality of the PeopleSoft Enterprise Resource Management (ERM) system to monitor time and attendance.
- ★ Conduct a study to ensure wage structures are comparable with metropolitan-area school districts, and adjust the benefits package based on standard practices. The district might consider, for example—
 - Streamlining job titles and consolidating duties with other departments to control overtime expenses.
 - Increasing employees' current 15% contributions for health insurance benefits.
 - Examining vacation policies for 10-month employees and for part-time employees that provide 30 days for 20-hour employees who have 15 years of service.

Evaluation of the School Food Service Operations of the Rochester Schools

- Reviewing full insurance premiums for employees assigned to a work schedule of at least 180 days.
- Increasing the \$200 deductible for major health insurance.

E. Operations

Central Kitchen Operations

Findings

- The space in the Central Kitchen facility appears adequate for the amount of production and size of the district's Food Services Operations, but it is poorly laid out and organized.
- The Central Kitchen's food production, packing and delivery processes involve far too many people performing manually intensive processes. For example, the Team saw—
 - One supervisor and six stock handlers moving products around the facility.
 - Personnel transferring fruit and vegetable products from cans to bins, from bins to totes, and from totes to food containers on the production line.
 - Two people are assigned to trucks to deliver meals to 8-10 school locations.
- The Central Kitchen is cluttered, dirty, and potentially unsanitary and unsafe. The Strategic Support Team saw no evidence of—
 - Washed racks.
 - Cleaned floors following the previous day's operations.
 - Blown out compressors.
 - A current operating license or Food Safety Certification from the National Restaurant Association.
 - Temperature logs for food and equipment.
 - Dated refrigerated food to ensure food safety.⁸

⁸ During its visit of the Central Kitchen on Thursday when schools had been closed due to inclement weather, the Strategic Support Team observed food left from the previous day had not been disposed, and no decision had been made as to whether it might be saved for a Friday delivery if schools were to reopen.

Evaluation of the School Food Service Operations of the Rochester Schools

- The Food Services Department does not have a Hazard Analysis Critical Control Points (HACCP) program, and the Director and Central Kitchen managers had no knowledge of HACCP’s standard sanitation practices.⁹
- There is no long-range plan with cost estimates to bring equipment up to standards in the Central Kitchen and school cafeterias.
- There is no on-going preventive-maintenance program, and no incentives to reduce maintenance costs in the Central Kitchen or in the school cafeterias.
- There is no work order tracking and analysis system to measure, analyze or manage preventive maintenance or costs in the Central Kitchen.
- Operational costs of the Central Kitchen are not regularly reviewed.
- The use of “cold packs” as opposed to sending cold meal components out in bulk increases food preparation and packaging costs.
- Menus are not “pre-costed” to determine if overall targets for food costs are being met.
- The Central Kitchen warehouse is not adequately secured to reduce pilfering, and its contents are not dated, labeled or rotated.¹⁰
- There is a perception that the lowest bid must be accepted regardless of food quality.

Recommendations

- ★ Redesign and reorganize the Central Kitchen facility to achieve operational efficiencies and higher sanitation and safety standards.
- ★ Streamline and mechanize food production and packaging processes using, for example, “tray denestors” to place meal trays onto the production line, and replacing aluminum with paper board containers.
- ★ Use up-to-date technical information with step-by-step procedures to evaluate, monitor and ensure that the flow of food from receiving-to-service meets the highest HACCP safety and sanitation standards.

⁹ Hazard Analysis Critical Control Points (HACCP) is a food safety self-inspection system. HACCP is a voluntary process and helps food service operators or consumers: (1) identify foods and procedures most likely to cause illness; (2) establish procedures to reduce the risk of food-borne illness outbreaks; and (3) monitor handling practices to ensure food safety. Critical control points include purchasing, storage, preparation, cooking, serving, and handling leftovers.

¹⁰ A sign stating “Please Do Not Take Twix bars” suggests the pilfering of inventory by employees.

Evaluation of the School Food Service Operations of the Rochester Schools

- ★ Assign quality assurance, inspection, and training to one person to drive food safety and sanitation standards into all line functions.
- ★ Develop a comprehensive capital plan with design and equipment standards, replacement cycles, and costs estimates to update all central kitchen and cafeteria facilities.
- ★ Acquire an integrated work order system that analyzes, measures, tracks, and manages preventive maintenance, and considers allocating maintenance costs to schools (including charter schools.)
- ★ Regularly review, analyze, and monitor the operational costs of the Central Kitchen. Such analyses might include—
 - Pre-costing meals as targets to control food costs.
 - Reducing food and production costs by sending cold meal components in bulk rather than using “cold packs”.
 - Comparing meals claimed to daily deliveries to determine costs and lost revenues.
 - Using direct shipments to reduce equipment warehousing and delivery costs.
 - Moving the special needs functions out of the Central Kitchen to school operations.
- ★ Redesign the Central Kitchen Warehouse and Storage Areas to eliminate the need for off-site storage.
- ★ Better manage commodity entitlements to reduce pilfering in the Central Kitchen by—
 - Developing a storage plan and organizing storage warehousing.
 - Organizing the freezer and dry storage areas.
 - Identifying bays for storage of specific products.
 - Labeling, dating and rotating products.
- ★ Review bid “spec” and use a blind test tasting process for accepting prices higher than the lowest bidder.

Meal Planning

Findings

Evaluation of the School Food Service Operations of the Rochester Schools

- Menus are planned with little input from school personnel. It is also unclear as to how products are chosen and by whom.¹¹
- Menus are too complicated and cause labor and cost inefficiencies.
- The department fails to recognize or address customer feedback about food quality and service. For example—
 - Utensils are not matched with the food served.
 - Portions are not adequate for secondary school students.
 - Food is not attractively presented.¹²
- Student satisfaction with menu selection and meal quality is inadequately measured to determine participation levels. Student surveys, when conducted, appear to be aimed at the adult population.
- Menus are changed 3-4 times a month with little or no analyses, especially for elementary school pre-packed sites.
- There are no pilot programs to determine popular items or to increase participation.
- Meals orders are phoned into the Central Kitchen.
- The failure to adopt a standard cycle menu creates product shrinkage, results in excessive waste, and increases costs.
- Efforts to meet special dietary needs are costly and far exceed necessary requirements, e.g., guaranteeing “peanut free” schools is not reasonable.
- Consumption and “plate waste” are not measured to effect better component planning.
- School-based managers fail to measure the actual consumption of menu items to determine school ordering.

Recommendations

- ★ Measure customer satisfaction and involve stakeholders in planning and developing more balanced and appealing menus to increase participation levels.¹³

¹¹ Principals indicated, for example, that their requests that “train mixes” be discontinued because elementary students do not like them and cause food fights has been ignored.

¹² The Strategic Support Team observed that whole kernel corn was “dumped” on a hamburger in a non-divided food container.

¹³ The Food Service Management Institute has numerous surveys for various group levels.

Evaluation of the School Food Service Operations of the Rochester Schools

- ★ Develop a Food Services Advisory Committee of key food service managers, principals and customers to improve meal quality and nutritional values.
- ★ Use weekly manual pre-written forms to place orders to the Central Kitchen until some electronic forms or methods are acquired.
- ★ Use “cold pack” items that are not unitized to simply menu planning.¹⁴
- ★ Implement a food recycling program – sharing table - in all elementary schools to increase meal participation, reduce plate waste, food costs and production efforts.
- ★ Adopt a standard cycle menu based on student participation levels to reduce product shrinkage and waste, and save money.
- ★ Assess the requirements and cost consequences for preparing meals that meet the special dietary needs of students.

Technology

Findings

- There is limited use of information technology to improve performance in the Central Office and in schools because services are not standardized, operational platforms are outdated, and the hardware and technology infrastructure is minimal.
- Individual rather than family Free and Reduced Lunch applications are manually processed and administered at school sites.¹⁵
- The Lunchbox, MAPS inventory, and MicroCheck record-keeping and time reporting systems used in schools are antiquated, outdated, and are responsible for over-claiming and under-claiming errors.
- Food Services Operations are not integrated with the PeopleSoft (ERP) financial, purchasing and other business systems.
- Central office and school-based personnel do not have on-line access to key policies, procedures, documents, menus, and related information.
- A comprehensive Request for Proposal (RFP) process has not been developed; and the \$300,000 allocated is inadequate to procure a Point of Sale (POS) system.
- There is no realistic plan for implementing a POS system.

¹⁴ Using “cold pack” items that are not unitized allows students to choose what they want to eat, rather than require them to take the whole pack.

¹⁵There is no plan to automate the process which is critical in the 2004-2005 CRE review.

Evaluation of the School Food Service Operations of the Rochester Schools

- There are no specifications for such a system.
- Implementation costs, including training for employees and school level personnel, have not been budgeted.
- There has been little involvement or coordination with the Information Technology (IT) Department.
- A pilot phase has not been considered prior to the “go life” date.

Recommendation

- ★ Centralize the administration of the Family Free and Reduced Meal applications in the central Food Service office to ensure accuracy in the verification, approval, and direct certification cross-match processes.
- ★ Use the functionalities of the PeopleSoft system to meet financial, purchasing, and other reporting business requirements.
- ★ Develop a Request for Proposal (RFP) process to guide the selection of a Point of Sale (POS) management to ensure accurate accountability for meals and compliance with USDA and state regulations. The RFP should include—
 - A “fit gap” analysis to identify and document existing processes and determine which POS systems can address the gap(s).
 - Input from key functional users to develop a detailed list of general, functional, and technical system requirements.
 - An Executive Sponsor who will support the implementation initiative.
 - A review of functional systems used in food service operations in other large districts.
 - A selection committee to review and score RFP responses.
 - Vendor demonstrations to review functionalities.
 - Reference calls and site visits by the selection committee.
- ★ Develop a POS implementation plan that includes—
 - Project work plan, cost estimate costs, and timelines.
 - Analyses of and redesign of current business processes.

Evaluation of the School Food Service Operations of the Rochester Schools

- Technical architecture requirements.
 - Organizational changes.
 - Training and knowledge transfers.
 - Business system software installation and configuration.
 - Design and test interfaces.
 - System rollout with timelines.
 - System support and transition to the district.
- ★ Provide on-line access to all key policies, procedures, documents, and menus.

Evaluation of the School Food Service Operations of the Rochester Schools

APPENDIX A. WORKING AGENDA

Tuesday, January 13

6:30 p.m.

**Team Arrival
Dinner Meeting**

Henry Marini
CEO for Business
Kirk Aderman
Director, Food Svcs.

Wednesday, January 14

6:30 - 8:00 a.m.

Team Meeting

8:00 - 9:15 a.m.

Team Meeting

Ann Nichlos
Principal Account
Clerk/Office Mgr.

9:30 - 10:45 a.m.

Team Meeting

Barbara Benedetto
Payroll & Human Resources
Diane Robartes
Accounts Payable
Kathleen Gravino
Cash Reports

10:45 - 12:00 a.m.

Rose Cavicchioli
Bid, Inventory, Food Orders
Mary Lou Doolin
Inventory, Food Orders
Bonnie Ferrari
Verification, Snack Program
Heather Flore
Registered Dietician

12:00 - 1:00 p.m.

Working Luncheon

1:00 - 2:15 p.m.

Team Meeting

Gerald Warner
Cafeteria Manager
Wanda Mercado
Cook Manager
Tim Quirk
Cook Manager

2:30 - 4:00 p.m.

Team Meeting

Diantha Kinney
Edwin Santana
Loretta Berrian
Central Office Cafeteria

4:00 - 5:30 p.m.

Team Meeting

Building Principals

5:30 p.m.

Team Discussion of Work Plan

Evaluation of the School Food Service Operations of the Rochester Schools

	for Balance of Site Visit	
<u>Thursday, January 8</u>		
6:30 - 8:00 a.m.-	Team Breakfast Meeting	
8:00 - 9:30 a.m.	Team Meeting	Secondary Cook & Cafeteria Mgrs.
9:30 - 11:00 a.m.	Team Meeting	Middle School Cook & Cafeteria Mgrs.
11:00 - 1:30 p.m.	Cafeteria Site Visit and Interviews	
1:30 – 3:00 Noon	Team Meeting	Elementary School Cook & Cafeteria Mgrs.
3:00 - 4:30 a.m.	Team Meeting	Selected Student Body Presidents/Representatives
4:30 p.m.	Team Discussion of Work Plan for Balance of Site Visit	
<u>Friday, January 9</u>		
7:00 - 8:30 a.m.-	Team Breakfast Meeting	
8:00 – 12:00 Noon.	Team Meeting for Discussion of Focus Areas & Recommendations	
12:00 - 1:00 p.m.	Working Luncheon & Debriefing	Kirk Aderman Director, Food Svcs.
1:00 p.m.	Adjournment & Departures	

APPENDIX B. DOCUMENTS REVIEWED

Evaluation of the School Food Service Operations of the Rochester Schools

- Rochester City School District (RCSD) School Food Services Department Overview
- Organization Charts – School Food Services Department
- Expenditure/ position Summary (All Funds) – Food Service
- Position Management Staffing Template of Active Positions dated 11/19/2003
- Position Descriptions
- School Food Services Procedures & Reference Manual, 2003-2004
- RCSD Policy and procedure manual for Elementary Schools – 2000-2001
- Memo dated September 2000 regarding non-district employees
- Agreement between BENTE/AFSCME Local 2419 (AFL-CIO) and RCSD (July 1, 2000 – June 30, 2004)
- Audit Reports and Associated Correspondence
 1. New York State Education Department Child Nutrition Programs – Area of Non-Compliance/ Corrective Action Needed (dated 12/1/99)
 2. Memo from Kirk Aderman, Director of School Food Services – Corrective Action Plan (dated 5/1/00)
 3. New York State Education Department Child Nutrition Programs – Coordinated Review Effort follow-up review conducted during 12/7-15/00 correspondence (dated 2/5/01)
 4. Memo to Elementary School Teachers from Kirk Aderman, Director of School food Services – Student Meal Rosters (dated 3/1/01)
 5. RCSD Correspondence from Kirk Aderman, Director of School Food Services – Corrective Actions taken in response to Coordinated Review Effort follow-up review conducted during 12/7-15/00 correspondence (dated 3/20/01)
 6. New York State Education Department Child Nutrition Programs – Coordinated Review Effort follow-up review conducted during 3/29-30/01 and 4/3-5/01 correspondence (dated 5/2/01)
 7. RCSD Correspondence from Kirk Aderman, Director of School Food Services – Corrective Actions taken in response to Coordinated Review Effort follow-up review conducted during 3/29-30/01 and 4/3-5/01 correspondence (dated 5/7/01)
 8. Memo from Kirk Aderman, Director of School Food Services – Reimbursement Release (dated 5/15/01)
 9. Department of Internal Audit Report on actual physical inventory of the School Food Services Department as of fiscal year-end June 30, 2001 (dated 6/30/01)
 10. Department of Internal Audit Report on actual physical inventory of the School Food Services Department as of fiscal year-end June 30, 2003 (dated 6/30/03)
- RCSD Budget Worksheet for School Year 2003-2004
- Percentage of Free Applications on File by School (dated 11/2003)
- RCSD School Food Service Office Employee Information Forms
- School food Services – Elementary School Menu for January
- School food Services – Secondary School Menu for January
- RCSD Pre-School Program Daily Participation Report Form

Evaluation of the School Food Service Operations of the Rochester Schools

- RCSD Elementary daily Cash Report Daily Participation and Sales Form dated 8/10/99 – Blue Sheet
- RCSD Elementary daily Cash Report Daily Participation and Sales Form dated 8/10/99 – Green Sheet
- Elementary School Visit Form
- On-Site School Review Form 2
- Food service establishment inspection report samples

APPENDIX C. INDIVIDUALS INTERVIEWED

Evaluation of the School Food Service Operations of the Rochester Schools

- Henry Marini – Chief Executive Officer, Business
- Kirk Aderman – Director, School Food Services
- Ann Nichols – Principal account Clerk/ Office Manager
- Barbara Benedetto – Payroll & Human Resources
- Diane Robartes – Accounts Payable
- Kathleen Gravino – Cash Reports
- Rose Cavicchioli – Bid, Inventory & Food Operations
- Mary Lou Doolin – Inventory & Food Orders
- Bonnie Ferrari – Verification, Snack Program
- Deborah Coccozza – Board of Education Non-Teaching Employees (BENTE) Union Trustee
- Gemma Humphrey – Board of Education Non-Teaching Employees (BENTE) Union Vice President
- Gerald Warner – Cafeteria Manager, Central Kitchen
- Tim Quirk – Cook Manager, Central Kitchen
- Wanda Mercado – Cook Manage, Central Kitchen
- Kathleen Yorks – Floating Cook Manager
- Janice LaPietra – Floating Cook Manager
- Vicki Gouveia – Principal, Northeast #45 Elementary School
- Beth Mascitti-Miller – Principal, World of Inquiry School #58 Elementary School
- Jane Sciua – Principal, Roberto Clemente #8 Elementary School
- Clinton Strickland – Principal, Josh Lofton Academy

APPENDIX D. STRATEGIC SUPPORT TEAM

Evaluation of the School Food Service Operations of the Rochester Schools

Susan Gilroy

Susan Gilroy is the Director of Food Services for the Sweetwater Union High School District (SUHSD) in Chula Vista, California. SUHSD is the largest high school district and the fastest growing school district in the state with 40,000 students in grades 7-12. Ms. Gilroy is responsible for food services at 22 schools, 3 of which have been built within the past year. She joined the department in August, 2002 and erased a \$100,000 operating deficit. The department budget is \$7 million. She was Food Service Director for the San Diego Unified School District and sits on advisory committees for Kellogg's, Basic American Foods, and Tyson. She is a graduate of the University of Wisconsin, has a master's degree from the University of Iowa and a marketing communications certificate from the University of California – San Diego. She is a registered dietitian.

Phyllis Griffith

Phyllis Griffith is the former Director of Food Services for the Columbus Public Schools district, Columbus, Ohio. The Columbus public school system serves 65,000 students in grades K - 12. The Food Service Department serves 44,000 lunches and 16,000 breakfasts daily with a staff of 480 individuals and a budget of \$22 million. Ms. Griffith's responsibilities encompassed compliance with federal and state regulations, strategic planning, and direction and oversight of department financial activity, technology, human resources, food purchases and meal service, equipment purchases and maintenance. She is also a past president of the American School Food Service Association (1999-2000). Ms. Griffith is a graduate of the University of Wisconsin - Stout. She is a Registered Dietitian (R.D.) and a School Food and Nutrition Specialist (SFNS).

JoEllen Miner

JoEllen Miner has been the Food Service Director for the Minneapolis (MN) School District for the past 16 years. The district has 50,000 students in 100 locations throughout the city of Minneapolis. Ms Miner had responsibility for the district's central food production facility, the Nutrition Center, which produces 23,000 lunches and 14,000 breakfasts each school day for delivery to 80 schools; and for 20 secondary and k-8 schools with on-site production for an additional production of 5,000 lunches and 2,500 breakfasts. The program is self-supporting with an annual budget of \$18,000,000 and has 300 full and part-time employees. She has been in school food service for more than 30 years having started her school food service career with the Detroit (MI) Public Schools and then with 3 suburban Minneapolis School Districts prior to her position with Minneapolis. She is a graduate of Kent State University with a degree in Home Economics and has also had restaurant management experience prior to her school food service career.

Jean Ronnei

Evaluation of the School Food Service Operations of the Rochester Schools

Jean Ronnei is Director of Nutrition Services for the Saint Paul Public Schools. Saint Paul has an enrollment of 44,000 students and an annual Nutrition Services budget of \$17 million. Ms. Ronnei's responsibilities include Nutrition Services and districtwide services of distribution and warehouse. Ms. Ronnei previous work experience included Director of Nutrition Services for Hennepin County Medical Center and District Manager for Marriott Corporation. She is a graduate of Iowa State University.

Robert Carlson

Robert Carlson is Director of Management Services for the Council of the Great City Schools. In that capacity, he provides Strategic Support Teams and manages operational reviews for Superintendents and senior managers; convenes annual meetings of Chief Financial Officers, Chief Operating Officers, Human Resources Directors, and Chief Information Officers and Technology Directors; fields hundreds of requests for management information; and has developed and maintains a web-based management library. Prior to joining the Council, Mr. Carlson was an Executive Assistant in the Superintendent's Office of the District of Columbia Public Schools. He holds an Ed.D and M.A. in Administration from The Catholic University of America; a B.A. in Political Science from Ohio Wesleyan University; and has done advanced graduate work in political science at Syracuse University and the State Universities of New York.

APPENDIX E. STRATEGIC SUPPORT TEAMS OF THE COUNCIL

Evaluation of the School Food Service Operations of the Rochester Schools

1998-2004

City	Area	Date
Albuquerque		
	Facilities and Roofing	2003
	Information Technology	2003
	Human Resources	2003
Broward County		
	Information Technology	2000
Buffalo		
	Superintendent Support	2000
	Organizational Structure	2000
	Curriculum & Instruction	2000
	Personnel	2000
	Facilities and Operations	2000
	Communications	2000
	Finance	2000
	Finance II	2003
Cleveland		
	Student Assignments	1999, 2000
	Transportation	2000
	Safety and Security	2000
	Facilities Financing	2000
	Facilities Operations	2000
Columbus		
	Superintendent Support	2001
	Human Resources	2001
	Facilities Financing	2002
	Finance & Treasury	2003
	Budget	2003
Dayton		
	Superintendent Support	2001
	Curriculum & Instruction	2001
	Finance	2001
	Communications	2002
Denver		
	Superintendent Support	2001
	Personnel	2001
Des Moines		
	Budget & Finance	2003

Evaluation of the School Food Service Operations of the Rochester Schools

Detroit		
	Curriculum & Instruction	2002
	Assessment	2002
	Communications	2002
	Curriculum & Assessment	2003
	Communications	2003
	Textbook Procurement	2004
Greensboro		
	Bilingual Education	2002
	Information Technology	2003
	Special Education	2003
Jacksonville		
	Organization & Management	2002
	Operations	2002
	Human Resources	2002
	Finance	2002
	Information Technology	2002
Los Angeles		
	Budget and finance	2002
Miami-Dade County		
	Construction Management	2003
Milwaukee		
	Research & Testing	1999
	Safety and Security	2000
	School Board Support	1999
New Orleans		
	Personnel	2001
	Transportation	2002
	Information Technology	2003
Norfolk		
	Testing & Assessment	2003
Philadelphia		
	Curriculum & Instruction	2003
	Federal Programs	2003
	Food Service	2003
	Transportation	2003
	Facilities	2003
Providence		
	Business Operations	2001
	MIS and Technology	2001
	Personnel	2001
Richmond		
	Transportation	2003
	Curriculum & Instruction	2003
	Federal Programs	2003
	Special Education	2003
Rochester		
	Finance and Technology	2003
	Transportation	2004
	Food Services	2004
San Francisco		
	Technology	2001

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St. Louis		
	Special Education	2003
	Textbook Procurement	2004
	Curriculum & Instruction	2004
	Federal Programs	2004
Washington, D.C.		
	Finance and Procurement	1999
	Personnel	1999
	Communications	1999
	Transportation	1999
	Facilities Management	1999
	Special Education	1999
	Legal and General Counsel	1999
	MIS and Technology	1999
	Curriculum and Instruction	2003

APPENDIX F. ABOUT THE COUNCIL

Evaluation of the School Food Service Operations of the Rochester Schools

Council of the Great City Schools

The Council of the Great City Schools is a coalition of 60 of the nation's largest urban public school systems. Its Board of Directors is composed of the Superintendent of Schools and one School Board member from each member city. An Executive Committee of 24 individuals, equally divided in number between Superintendents and School Board members, provides regular oversight of the 501(c)(3) organization. The mission of the Council is to advocate for urban public education and assist its members in the improvement of leadership and instruction. The Council provides services to its members in the areas of legislation, research, communications, curriculum and instruction, and management. The group convenes two major conferences each year; conducts studies on urban school conditions and trends; and operates ongoing networks of senior school district managers with responsibilities in such areas as federal programs, operations, finance, personnel, communications, research, technology, and others. The Council was founded in 1956 and incorporated in 1961, and has its headquarters in Washington, D.C.