

# EXECUTIVE SUMMARY

## BACKGROUND

State Comptroller John Sharp launched the *Texas School Performance Review* (TSPR) in March 1991 as a comprehensive management and performance review program to help public school districts promote better elementary and secondary education through improved management and cost efficiency.

To date, 19 Texas public school districts with varying geographic and demographic characteristics have benefitted from the Comptroller's top-to-bottom reviews. Excluding Tyler Independent School District (TISD), the subject of this report, these reviews have yielded nearly 1,800 proposals and taxpayer savings of more than \$166 million-all without recommending the layoff of a single classroom teacher.

In addition, the Comptroller has released two "report cards"-the first in 1993 and the second last year-detailing progress made by the first 16 districts that came under review. Those districts have implemented 87 percent of TSPR's recommendations. And because each school performance review is designed to unearth innovative ideas for other districts, the report cards have been made available to all Texas public school districts.

In September 1995, the Comptroller selected Empirical Management Services to assist with a management and performance review of TISD. The TISD Board of Trustees and district superintendent had joined community members in requesting the review.

## ACKNOWLEDGEMENTS

Empirical Management Services would like to thank the TISD Board of Trustees, Superintendent Thomas Hagler and school district employees, students, business leaders and community residents who provided information. Special thanks are due Dr. Eddie Hamby, assistant superintendent of Business Services, who arranged for district office space, equipment, meeting room facilities and staff to accommodate the review team's needs. Appreciation also is given to Sandra Jennings, secretary to the superintendent, who acted as the review team's liaison and coordinated many stakeholder, board member and administrative staff interviews.

## SUMMARY RESULTS

Based on interviews, surveys, documents and community input, the Comptroller's review team developed 122 recommendations for this report.

The team identified total savings of more than \$21 million that could be realized by TISD over the next five years (school years 1996-97 to 2000-01) if the recommendations are implemented. *No dollar costs or savings are shown during 1995-96, because most recommendations would not have a full fiscal effect until 1996-97.* The recommendations include one-time investment opportunities of \$586,990 in fiscal 1997 and total investment opportunities of \$1,634,242 over the next five years. Cumulative net savings (savings less recommended investments) from all recommendations could reach nearly \$19.8 million by fiscal 2001.

# Chapter 1

## INTRODUCTION

- A. Perspective
- B. Methodology
- C. Overview of TISD

### **PERSPECTIVE**

In September 1995, the Texas Comptroller of Public Accounts contracted with Empirical Management Services (EMS) to conduct a management and performance review of the Tyler Independent School District (TISD).

The goal of school performance reviews conducted by the Comptroller's office is to promote better education for school children through more effective management and improved operational and cost efficiencies. The goals of the TISD management and performance review are to:

- Determine whether sufficient and correct administration and support resources are available for the education process;
- Ensure adequate resources support the education process, and
- Ensure that resources are used in the most effective and cost-efficient manner possible.

The review of TISD was completed over a five-month period. The major activities were scheduled and accomplished as displayed in **Exhibit 1-1** on the following page. Throughout the project, every effort was made to minimize disruptions to schools and to the district office.

Stakeholder input was a major component of the review process. The methodology section that follows describes the various mechanisms that were used to maximize community, employee and student involvement in the initial phase of the review.

The Comptroller expresses appreciation to TISD's Board of Trustees; Superintendent Thomas Hagler; and school district employees, students and community residents, who provided information during the preparation for, and implementation of, on-site activities. Special appreciation is given to Dr. Eddie Hamby, assistant superintendent of Business Services, for providing office space, equipment, meeting room facilities and coordinating all data requests for the review. Special appreciation is also given to Ms. Sandra Jennings, secretary to the superintendent, who acted as the management review team's liaison, coordinating many of the stakeholder, board member and administrative staff interviews.

**Exhibit 1-1**  
**TISD Management and Performance Review**  
**Major Activities by Month**

<b>Month</b>	<b>Major Activities</b>
September 1995	<ul style="list-style-type: none"> <li>• Contract signed between EMS and the Comptroller of Public Accounts.</li> </ul>
	<ul style="list-style-type: none"> <li>• Conducted initial meetings between EMS, TISD officials and the Comptroller's office.</li> </ul>
	<ul style="list-style-type: none"> <li>• Designed surveys for use with TISD principals, teachers and students.</li> </ul>
	<ul style="list-style-type: none"> <li>• Designed survey instruments for use with the Tyler community (Public Input Survey).</li> </ul>
	<ul style="list-style-type: none"> <li>• Designed interview and focus group instruments.</li> </ul>
	<ul style="list-style-type: none"> <li>• Conducted surveys and analyzed results from TISD principals, teachers and students.</li> </ul>
	<ul style="list-style-type: none"> <li>• Conducted and summarized findings from interviews with TISD board members, community leaders and the TISD community.</li> </ul>
October 1995	<ul style="list-style-type: none"> <li>• Analyzed existing reports and materials on TISD obtained from the district and state.</li> </ul>
	<ul style="list-style-type: none"> <li>• Conducted on-site review using tailored guidelines to reflect unique local conditions as well as public, employee and student input and concerns.</li> </ul>
	<ul style="list-style-type: none"> <li>• Collected and analyzed additional information.</li> </ul>
November 1995	<ul style="list-style-type: none"> <li>• Developed draft report.</li> </ul>
December 1995	<ul style="list-style-type: none"> <li>• Reviewed and revised draft report with Comptroller's</li> </ul>

	staff.
January 1996	<ul style="list-style-type: none"><li>• Presented final findings from TISD review.</li></ul>
January 1996	<ul style="list-style-type: none"><li>• Presented final draft to Comptroller.</li></ul>
February 1996	Comptroller released final report.

# Chapter 1

## INTRODUCTION

### METHODOLOGY

#### *Stakeholder Involvement*

During the week of September 25, 1995, EMS conducted on-site interviews in TISD. Individual interviews or interviews in small group settings, focus groups and an open forum occurred during the stakeholder involvement phase of the review. Twenty Tyler community members participated in individual interviews, and 70 Tyler community members participated in nine focus groups held to obtain input from community, business and civic leaders, professional educator organizations and school volunteer support groups. Approximately 76 Tyler residents attended the open forum held at Birdwell Elementary cafeteria on October 10, 1995. This forum provided an additional opportunity for the TISD community to give input to the review team.

The Public Opinion Survey and results are included in Appendix A. Interview and focus group findings, public forum comments and a summary of board comments are included in Appendix B. Appendix C contains the interview guides used for interviewing students, administrators, teachers and other campus personnel.

To ensure TISD school principals, teachers and students had adequate input into the management and performance review process, EMS used three different surveys in September 1995. Through these anonymous surveys, school administrators and teachers had the opportunity to express their views about the management and operations of the school district.

The survey results, including the survey instruments with the response percentages by item, are included in Appendix D for the Teacher Survey, Appendix E for the Principal Survey, and Appendix F for the Student Survey.

During the course of the review, the review team learned that the administration advised teachers on how to respond to the teacher surveys. To ensure accurate feedback from teachers, a random telephone survey was conducted by Telesurveys of Texas. Two hundred and eighty teachers were surveyed and the results are included in Appendix D.

EMS used the results of the surveys and focus groups to identify major concerns and address these concerns during the management review process. Additionally, requests from individuals who wanted to provide

information, either during the on-site review phase of the project or by telephone, were accommodated (approximately nine telephone interviews were conducted). Many concerned Tyler residents expressed their opinions by contacting the Comptroller's hotline, and directly to the management review team by letter or telephone. EMS recorded all of the TISD stakeholder input and, where possible, EMS incorporated that input into the management review process.

### ***Formal On-site Review***

During the weeks of October 9, 1995 and October 16, 1995, EMS interviewed TISD senior administration, department and program heads and campus personnel (i.e., principals, assistant principals, guidance counselors, teachers and custodians). Nine management review team members conducted interviews with more than 125 TISD staff members during the two-week period the project team was on site in the district. Seventeen of the district's 28 facilities were visited by at least one team member. The nine management review team members who conducted the administrative and operational review were organized in specialized teams that examined the core functions of the district, presented in Chapters 3 through 14 of this report. These chapters include:

- District Organization and Management
- Educational Service Delivery
- Community Involvement
- Personnel Management
- Asset and Risk Management
- Financial Management
- Information Services
- Purchasing and Warehouse Services
- Facilities and Use Management
- Transportation
- Food Service
- Safety and Security

# Chapter 1

## INTRODUCTION

### OVERVIEW OF TISD

The overview of TISD provides a snapshot of the characteristics and trends presented in the body of this report. The data used in the overview was obtained from the Texas Education Agency's (TEA) Academic Excellence Indicator System (AEIS) report and *Snapshot '94 School District Profiles*, 1994 edition. Many comparisons are made between TISD, Texas state averages and Region VII, of which TISD is a member. Region VII is one of 20 TEA Regional Educational Service Centers (RESC's) established to support Texas public school districts.

TISD is the largest of eight school districts in Smith County. The district has an enrollment of 16,725 students and has 28 schools (2 high schools, 6 middle schools, 16 elementary schools and 4 alternative schools).

To provide an example of some of the comparisons that will be made throughout this review, **Exhibit 1-2** depicts TISD, the state and three districts with comparable student enrollment: Harlingen Consolidated, Galena Park and Grand Prairie.

Although comparable in enrollment, the districts have different ethnic makeups. One reason for the variation would be geographic location of the district and its students. When compared to the state average, TISD has more than double the African American enrollment, only half the Hispanic enrollment and is equal to the state in white student enrollment.

TISD's Texas Assessment of Academic Skills (TAAS) scores fall slightly below the state averages in reading, math and all tests taken. Grand Prairie ISD's TAAS averages are the highest in all categories over the state, TISD, Harlingen ISD and Galena Park ISD.

In later chapters, TISD will be compared to nine peer districts selected by TISD and a sampling of Region VII districts.

**Exhibit 1-2**  
**Comparison of TISD, the State and Three Peer Districts**  
**Fiscal 1993-94**

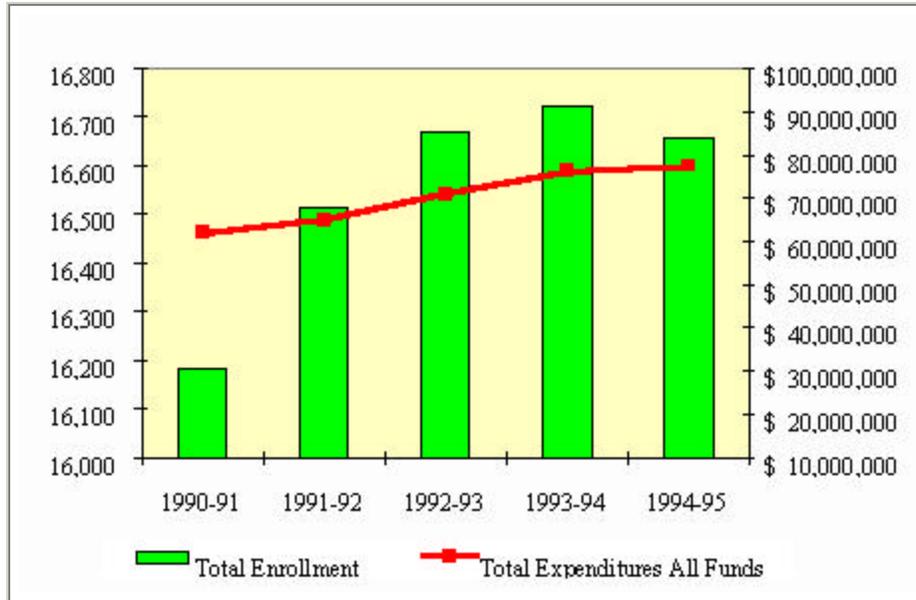
	State of Texas	TISD	Harlingen ISD	Galena Park ISD	Grand Prairie ISD
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<b>Total Students</b>	3,601,839	<b>16,725</b>	15,733	16,530	17,427
<b>African American</b>	14%	<b>35%</b>	1%	19%	11%
<b>Hispanic</b>	36%	<b>16%</b>	84%	46%	33%
<b>White</b>	48%	<b>48%</b>	15%	33%	51%
<b>Special Education</b>	11%	<b>8%</b>	12%	9%	11%
<b>Bilingual/ESL</b>	10%	<b>5%</b>	13%	12%	6%
<b>Economically Disadvantaged</b>	45.1%	<b>41.6%</b>	64.6%	41.7%	39.1%
<b>Attendance Rate</b>	94.9%	<b>92.2%</b>	94.9%	94.6%	95.4%
<b>All Tests Taken</b>	55.6	<b>53.7</b>	50.6	48.4	59.2
<b>Reading</b>	76.5	<b>73.0</b>	72.7	72.3	81.1
<b>Writing</b>	79.0	<b>79.0</b>	78.2	77.1	85.6
<b>Math</b>	60.5	<b>58.0</b>	55.5	52.9	63.4
<b>Total Teachers</b>	52%	<b>51%</b>	46%	53%	55%
<b>% Minority Teachers</b>	34%	<b>31%</b>	63%	24%	26%
<b>Student/Teacher Ratio</b>	15.9	<b>16.1</b>	17.7	18.0	18.4
<b>Central Admin. Salary</b>	\$55,206	<b>\$56,210</b>	\$67,171	\$56,823	\$69,827
<b>Campus Admin. Salary</b>	\$46,425	<b>\$47,351</b>	\$44,849	\$46,400	\$47,555
<b>Avg. Teacher Salary</b>	\$28,894	<b>\$28,025</b>	\$30,257	\$28,997	\$30,085

*Source: Snapshot '94, TEA*

TISD had a taxable value per student of \$188,629, and a total operating expenditure budget of \$78 million during fiscal 1994-95. **Exhibit 1-3** presents TISD's enrollment and operating expenditure history for the past five fiscal years.

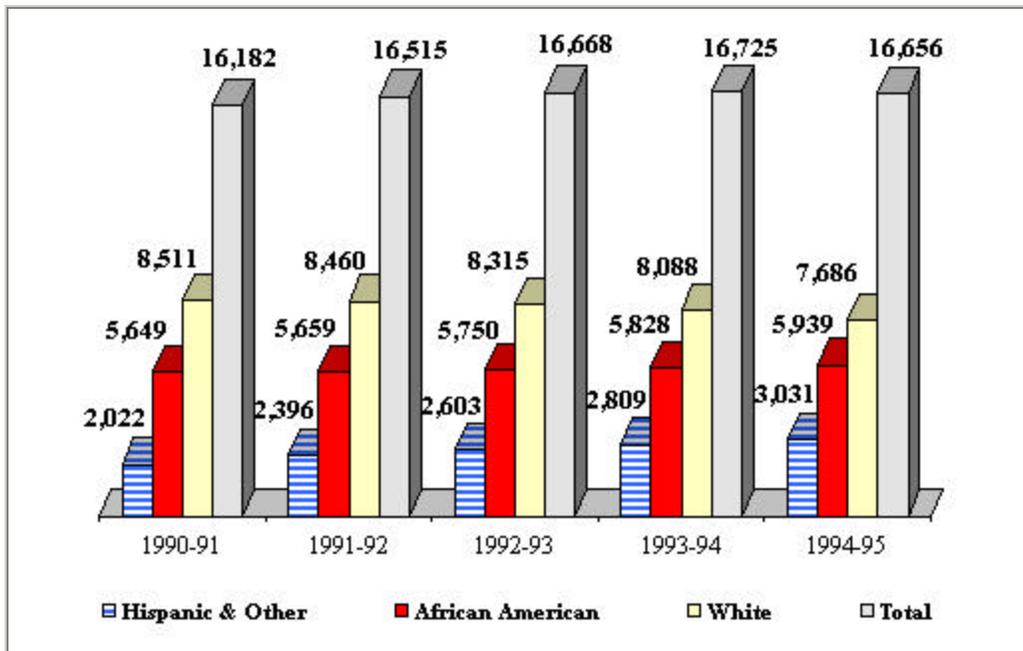
**Exhibit 1-3**  
**TISD Student Enrollment and Expenditure History**  
**Fiscal 1990-91 - Fiscal 1994-95**



Source: AEIS 1990-91 through 1994-95, TEA

TISD's total enrollment increased by 3 percent during the past five years. During the five- year period illustrated below, TISD realized the most noticeable variance in its Hispanic student population, rising by 50 percent; the white student population declined by 11 percent, while the district's African American student population increased by 5 percent. **Exhibit 1-4** presents the district's total student enrollment by ethnic population for the past five fiscal years.

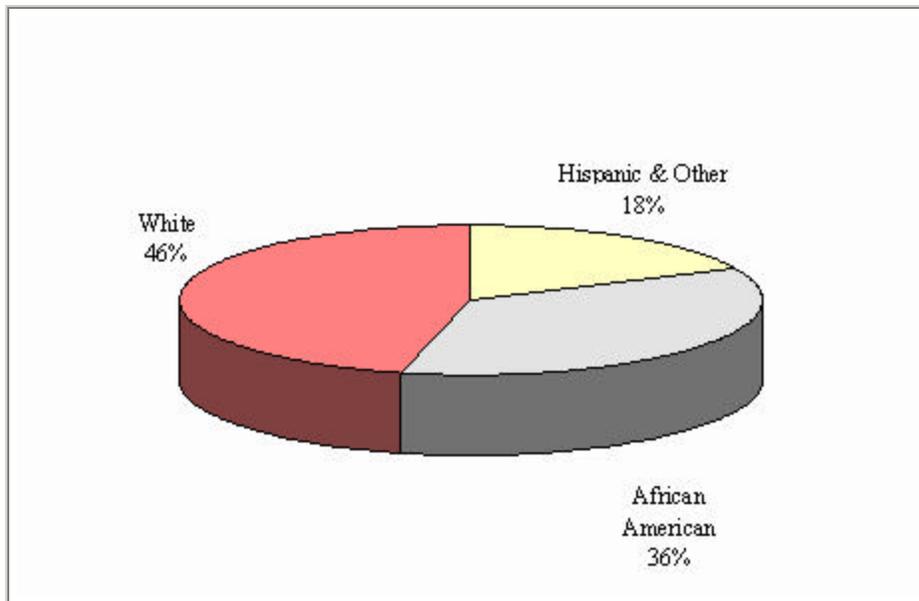
**Exhibit 1-4**  
**TISD Total Student Enrollment by Ethnic Group**  
**Fiscal 1990-91 - Fiscal 1994-95**



Source: AEIS 1990-91 through 1994-95, TEA

TISD's student population is broken down by ethnic group in **Exhibit 1-5**. The district is racially balanced, with white students comprising 46 percent of the student population and minority students (African American, Hispanic and Other students) comprising 54 percent of the district's total student population.

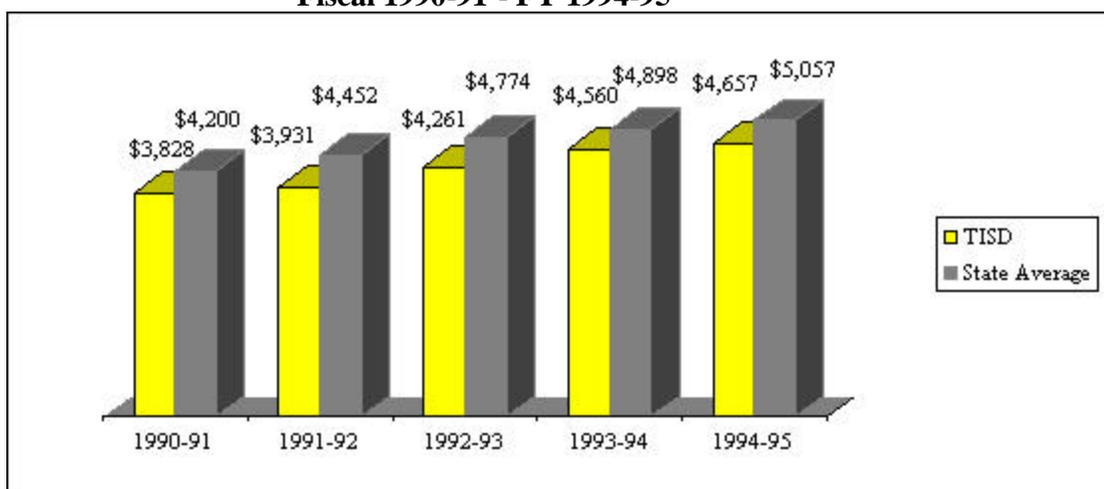
**Exhibit 1-5**  
**TISD Student Population by Ethnic Group**  
**Fiscal 1994-95**



Source: AEIS 1994-95, TEA

Per-pupil expenditures are a measure that Texas public school districts use to gauge the average cost of educating a student. TISD's total expenditures per-pupil (all funds) have been lower than the state average for the past five years. On average, TISD's per-pupil expenditures were 10 percent lower than state average per-pupil expenditures. **Exhibit 1-6** compares TISD per-pupil expenditures to the state average.

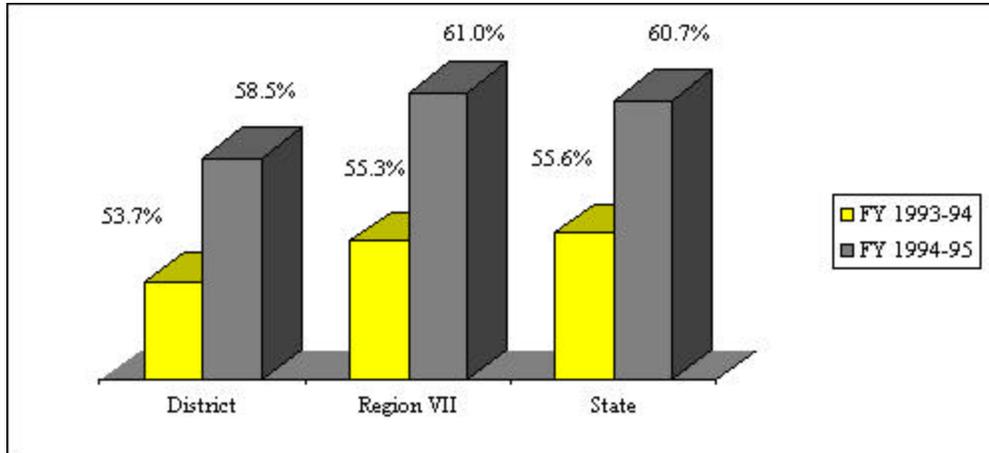
**Exhibit 1-6**  
**Total Per-pupil Expenditure Comparison (All Funds)**  
**(TISD and Texas State Average)**  
**Fiscal 1990-91 - FY 1994-95**



Source: AEIS 1990-91 through 1994-95, TEA

TEA uses the TAAS as a key measurement of academic performance in Texas Public education. For the past two fiscal years, TISD students have scored an overall lower percent passing rate than both Region VII and the state average. **Exhibit 1-7** compares TISD's TAAS pass rate percentages to Region VII and the state average.

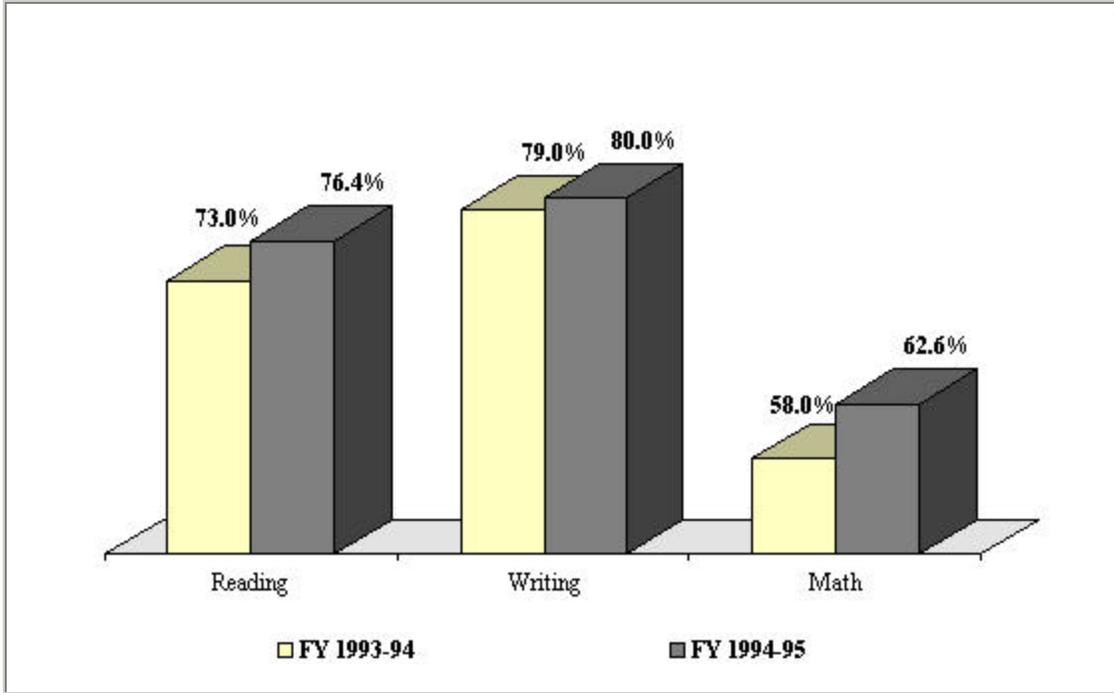
**Exhibit 1-7**  
**Comparison of TAAS Pass-Rate Percentages**  
**for All Tests Taken Grades 3-8 and 10**  
**Fiscal 1993-94 and Fiscal 1994-95**



*Source: AEIS 1994-95, TEA*

The TAAS currently focuses on three subject areas: reading, writing and math. **Exhibit 1-8** compares the pass-rate percentages in the three subject areas for fiscal 1993-94 and fiscal 1994-95.

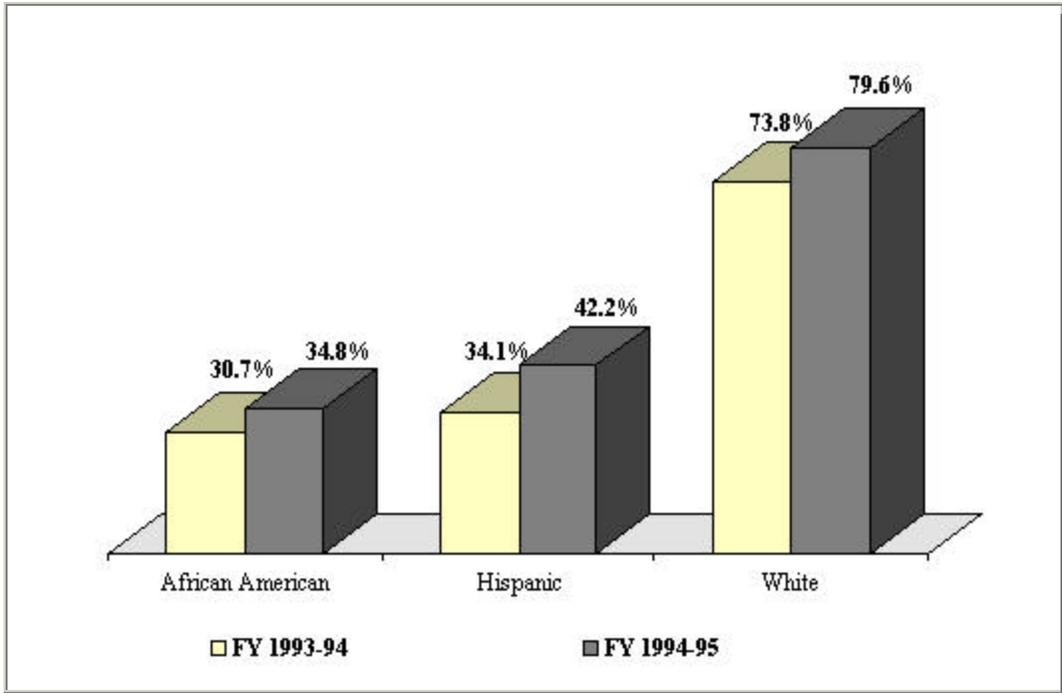
**Exhibit 1-8**  
**Comparison of TISD TAAS Pass-Rate Percentages**  
**for All Tests Taken Grades 3-8 and 10**  
**Fiscal 1993-94 and Fiscal 1994-95**  
**(by Subject Area)**



Source: AEIS 1994-95, TEA

TAAS scores improved for all three ethnic groups (African American, Hispanic and white) between fiscal 1993-94 and fiscal 1994-95, as shown in **Exhibit 1-9**.

**Exhibit 1-9**  
**Comparison of TISD TAAS Pass-Rate Percentages**  
**for All Tests Taken Grades 3-8 and 10**  
**Fiscal 1993-94 and Fiscal 1994-95**  
**(by Ethnic Group)**



Source: Snapshots '94 & AEIS 1994-95, TEA

TISD's overall staffing increased by 11 percent between fiscal 1990-91 and fiscal

1994-95. Professional staff and educational aides represented the largest growth areas, increasing by 34 percent and 39 percent, respectively. Teaching positions and student enrollment increased by 3 percent. **Exhibit 1-9** presents a breakdown of TISD employees by staff type for the past five years.

**Exhibit 1-10  
TISD Staffing Level Change  
Fiscal 1990-91 and Fiscal 1994-95**

Staff Position Type	FY 1990-91	FY 1994-95	% Change
Professional Staff	195	262	34%
Teachers	1,019	1,048	3%
Educational Aides	180	251	39%
Auxiliary Staff	578	621	7%
<b>Total</b>	<b>1,972</b>	<b>2,182</b>	<b>11%</b>

Source: AEIS 1990-91 and 1994-95, TEA

**Exhibit 1-10** presents TISD employees by employee category. Forty-eight percent of all district employees are teachers.

**Exhibit 1-11**  
**TISD Employees by Employee Category**  
**Fiscal 1994-95**

<b>Employee Category</b>	<b>Number of Employees</b>	<b>% Total</b>
Central Administration	24	1%
Campus Administration	44	2%
Professional Support	194	9%
Teachers	1,048	48%
Educational Aides	251	12%
Food Service	156	7%
Transportation	168	8%
Maintenance/Custodial	188	9%
Warehouse	12	-%
Other	97	4%
<b>Total Staff Employed</b>	<b>2,182</b>	<b>100%</b>

*Source: AEIS 1994-95, TEA*

# Chapter 2

## STATISTICAL PROFILE OF TISD

- A. Student Characteristics
- B. Student Performance
- C. Personnel Statistics
- D. Financial Statistics

An important component of the TISD review is the compilation of the statistical profile. The statistical profile compares key academic, financial and operational performance data to a select group of Texas school districts with similar characteristics (peer groups), other school districts within TISD's home region (Region VII) and districts across the state (state average). Region VII comparisons include only those school districts in Smith County.

Throughout the management review process, key performance ratios will be used to measure critical administrative, management and operational practices. These performance ratios will be used to determine district strengths as well as opportunities for the district to improve. The comparisons presented in the statistical profile reflect both unique demographic characteristics, academic performance and expenditure patterns, as well as highlighting issues that challenge all Texas school districts.

TISD selected the school districts presented in **Exhibit 2-1** as its peer districts. These peer districts were used for comparison purposes throughout the management review process. For some comparisons within this report it is inappropriate to use all of the selected peer districts, because some districts are not comparable in student enrollment and/or budget.

**Exhibit 2-1** depicts the total enrollment and ethnic breakdown of TISD's nine peer districts. Based on student enrollment, TISD is the fifth largest district in its peer group.

**Exhibit 2-1**  
**TISD and Selected Peer Districts**

Peer Districts	1994-95 Enrollment	<i>Enrollment by Ethnicity</i>				Econ. Disadvntg.
		White	African American	Hispanic	Other	
Irving	25,812	49%	13%	31%	7%	45%

Midland	23,074	54%	10%	35%	1%	48%
Goose Creek	17,837	49%	17%	33%	1%	45%
Galena Park	16,992	30%	19%	48%	3%	40%
<b>Tyler</b>	<b>16,656</b>	<b>46%</b>	<b>36%</b>	<b>17%</b>	<b>1%</b>	<b>43%</b>
Waco	15,564	26%	41%	32%	1%	72%
Bryan	12,845	48%	23%	28%	1%	50%
Temple	8,613	53%	25%	20%	2%	44%
Longview	8,090	41%	50%	8%	1%	49%
Lufkin	7,983	52%	31%	16%	1%	49%
<b>Average without TISD</b>	<b>15,201</b>	<b>45%</b>	<b>25%</b>	<b>28%</b>	<b>2%</b>	<b>49%</b>

Source: AEIS 1994-95

TISD is the largest school district in Smith County, as illustrated in **Exhibit 2-2**. When compared to the next largest district (Whitehouse), TISD is more than four times larger in enrollment.

Of the Region VII school districts compared, TISD is the most ethnically diverse. The remaining Region VII school districts compared have an average minority student enrollment of 20 percent. **Exhibit 2-2** presents Smith County demographic data.

**Exhibit 2-2**  
**Selected Region VII School Districts**  
**1994-95**

Smith County Districts	1994-95 Enrollment	Enrollment by Ethnicity				Econ. Disadvntg.
		White	African American	Hispanic	Other	
<b>Tyler</b>	<b>16,656</b>	<b>46%</b>	<b>36%</b>	<b>17%</b>	<b>1%</b>	<b>43%</b>
Whitehouse	3,496	88%	9%	2%	1%	19%
Lindale	2,388	87%	9%	3%	1%	28%
Bullard	1,117	90%	6%	3%	1%	29%

Winona	916	73%	22%	4%	1%	36%
Troup	909	77%	18%	5%	0%	44%
Arp	805	66%	30%	3%	1%	44%
<b>Average without TISD</b>	<b>1,605</b>	<b>80%</b>	<b>16%</b>	<b>3%</b>	<b>1%</b>	<b>33%</b>

*Source: AEIS 1994-95*

TEA is responsible for gathering and reporting performance data for all Texas public school districts. Historical performance data have been obtained from the TEA reports below:

- Academic Excellence Indicator System (AEIS), *1990-91 through 1994-95 District Performance, Texas Education Agency.*
- Public Education Information Management Systems (PEIMS), *1990-91 through 1994-95 actual and budget data, Texas Education Agency.*

To present fiscal 1995-96 data, information was obtained from TISD administrative offices. Some tables and charts will have more than one source.

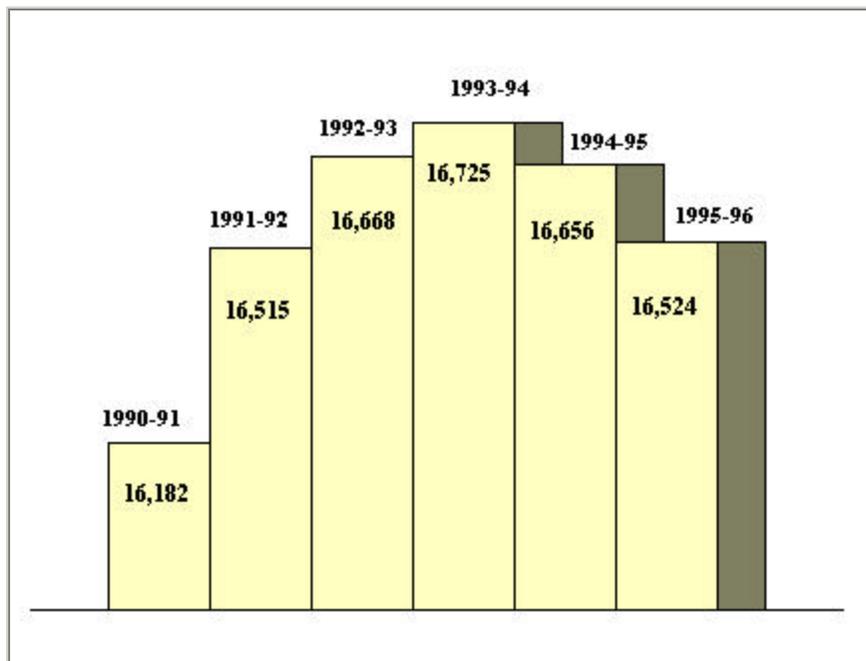
# Chapter 2

## STATISTICAL PROFILE OF TISD

### STUDENT CHARACTERISTICS

Over the past six years, TISD's enrollment peaked in fiscal 1993-94 with 16,725 students, growing steadily from fiscal 1990-91 to fiscal 1993-94. From fiscal 1993-94 to fiscal 1995-96, enrollment declined by 1 percent. Overall, TISD has experienced a 2-percent increase in enrollment between fiscal years 1990-91 and 1995-96. **Exhibit 2-3** illustrates TISD's enrollment trend over the past six fiscal years.

**Exhibit 2-3**  
**TISD Enrollment Statistics**



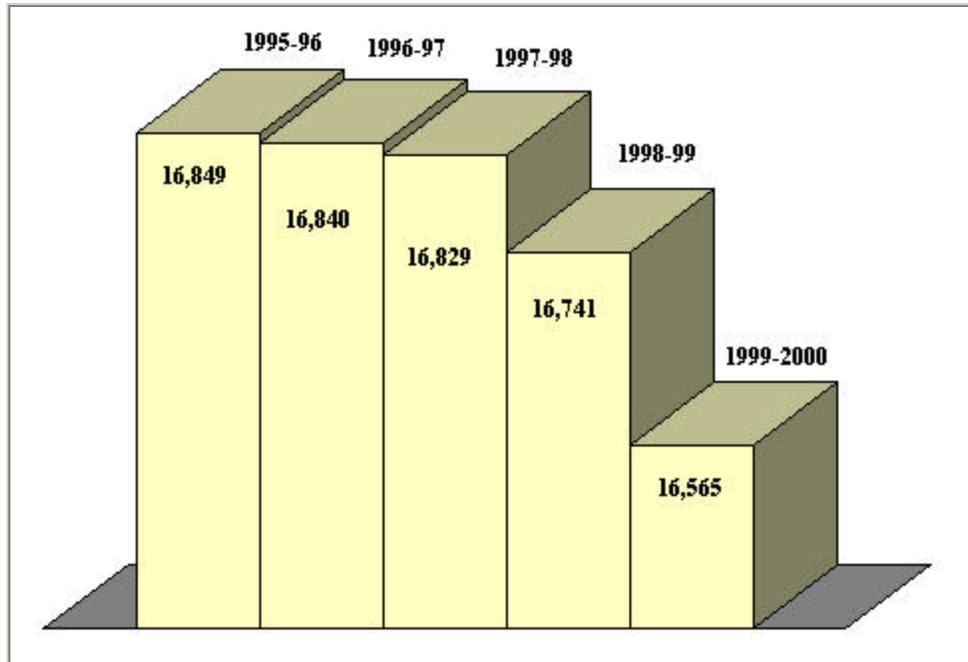
*Source: AEIS 1990-95; TISD - Student Information Services*

TISD's Student Information Services office calculated the projected student enrollment for fiscal 1995-96 to fiscal 1999-2000 depicted in **Exhibit 2-4** as of September 23, 1994. Although TISD miscalculated fiscal 1995-96 enrollment by minus 2 percent, they predict student enrollment in TISD will continue to decline over the next five years.

Telephone interviews were conducted with administrators of private schools within TISD boundaries to determine if students were leaving TISD and enrolling in private schools. The private school administrators

confirmed a consistent rise in enrollment over the past two school years and said a significant portion of their new students were transfers from TISD. Their common reasons for the transfer of TISD students to private schools were the lack of quality of education and discipline in TISD.

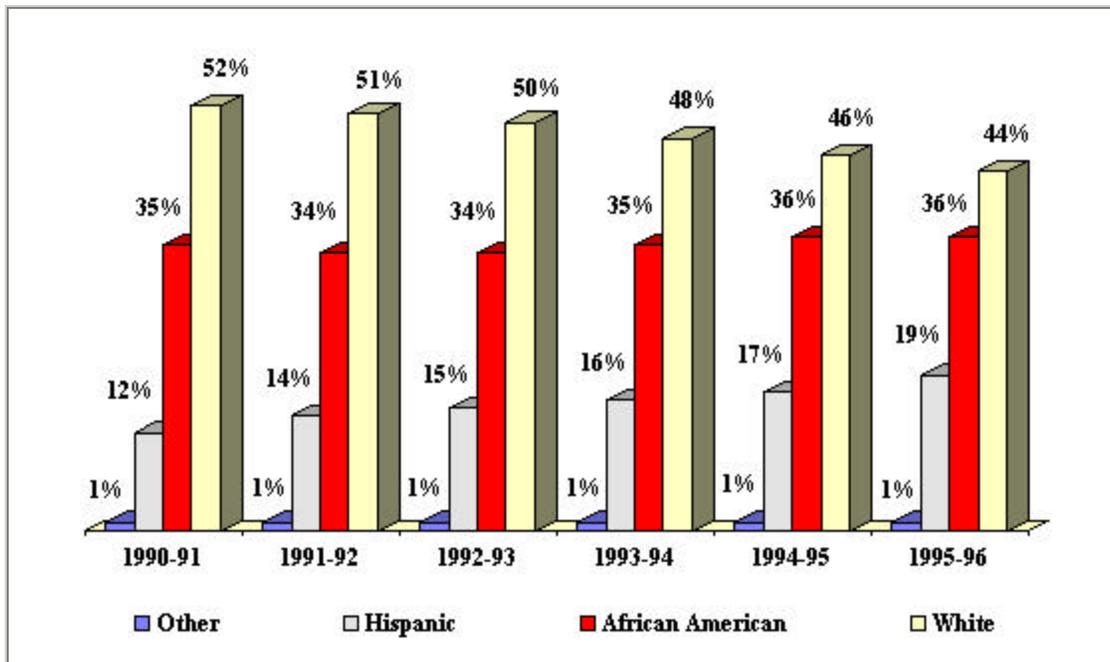
**Exhibit 2-4**  
**TISD Projected Enrollment Statistics**  
**Fiscal 1995-96 - Fiscal 1999-2000**



*Source: TISD - Student Information Services*

TISD's enrollment trends vary by ethnic group. During the six fiscal years from 1990-91 to 1995-96, white student enrollment declined from 52 percent to 44 percent of total enrollment. African American student enrollment remained steady, ranging from 34 percent to 36 percent, while Hispanic enrollment increased from 12 percent to 19 percent. **Exhibit 2-5** illustrates TISD's enrollment trend by ethnic group.

**Exhibit 2-5**  
**TISD Enrollment Trend**  
**(by Student Ethnic Group)**



Source: AEIS 1990-95; TISD - Student Information Services

Because of the steady increase in Hispanic student enrollment, TISD's Bilingual and English as a Second Language (ESL) program participation increased by 1 percent between fiscal years 1994-95 and 1995-96.

Overall, TISD experienced almost no change in special program enrollment between fiscal years 1994-95 and 1995-96. **Exhibit 2-6** summarizes TISD's student enrollment in special programs.

### Exhibit 2-6

#### TISD Special Programs Enrollment Statistics

	TISD			
	1994-95		1995-96	
	#	%	#	%
Total Enrollment	16,656	-	16,552	-
<b>Special Programs</b>				
Special Ed.	1,357	8%	1,395	8%
Bilingual/ESL Ed.	1,128	7%	1,284	8%
Career/Tech. Ed.	3,289	20%	3,103	19%

Gift./Talent. Ed.	1,203	7%	1,237	7%
<b>Economic Status</b>				
Economically Disadvantaged	7,121	43%	7,213	44%

Source: AEIS 1994-95;  
TISD - Student Information Services

**Exhibit 2-7** compares enrollment statistics, based on ethnicity, special program participation and economic status for TISD and the nine peer districts selected by TISD.

**Exhibit 2-7**  
**Comparison of TISD and the Peer Districts**  
**Fiscal 1993-94 and Fiscal 1994-95 Enrollment Statistics**

	<b>TISD</b>					<b>Peer Districts</b>			
	<b>1993-94</b>		<b>1994-95</b>			<b>1993-94</b>		<b>1994-95</b>	
	<b>#</b>	<b>%</b>	<b>#</b>	<b>%</b>		<b>#</b>	<b>%</b>	<b>#</b>	<b>%</b>
Total Enrollment	16,725	-	16,656	-	Average Enrollment	14,963	-	15,201	-
<b>Ethnicity</b>					<b>Ethnicity</b>				
White	8,028	48%	7,662	46%	White	7,032	47%	6,840	45%
African American	5,854	35%	5,996	36%	African American	3,292	22%	3,800	25%
Hispanic	2,676	16%	2,832	17%	Hispanic	4,339	29%	4,256	28%
Other	167	1%	167	1%	Other	299	2%	304	2%
<b>Special Programs</b>					<b>Special Programs</b>				
Special Ed.	1,338	8%	1,332	8%	Special Ed.	1,496	10%	1,672	11%
Bilingual/ESL Ed.	836	5%	1,166	7%	Bilingual/ESL Ed.	1,197	8%	1,064	7%
Career/Tech Ed.	2,509	15%	3,331	20%	Career/Tech Ed.	1,945	13%	1,976	13%
Gifted & Talent Ed.	1,171	7%	1,166	7%	Gifted & Talent Ed.	1,197	8%	1,368	9%
<b>Economic Status</b>					<b>Economic Status</b>				

Economically Disadvantaged	7,025	42%	7,162	43%	Economically Disadvantaged	6,973	47%	7,448	49%
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*Source: AEIS 1993-94 and 1994-95*

# Chapter 2

## STATISTICAL PROFILE OF TISD

### STUDENT PERFORMANCE

#### Advanced Courses and College Admission Tests

Student performance indicators include the percentage of students enrolled in advanced courses, the percentage of students passing college admission tests and students' overall test scores on college admission tests.

**Exhibit 2-8** illustrates that during the 1993-94 school year, TISD's student attendance rate (92 percent ) was below the averages for both Region VII (96 percent) and the state (95 percent). The exhibit also shows 14 percent of 1993-94 TISD students participated in advanced courses, above both the region and state averages.

**Exhibit 2-8**  
**1993-94 Student and College Admission Tests**  
**for TISD, Region VII and the State of Texas**

School Year	Indicator	TISD	Region VII	State of Texas
1993-94	Percent of Student Attendance	92%	96%	95%
1993-94	Percent of Students in Advanced Courses	14%	12%	13%

*Source: AEIS 1994-95*

**Exhibit 2-9** shows TISD tests fewer students as a percent of total enrollment than either the state or the region, and the percentage of TISD students scoring "Above Criterion" on college admission tests was more than the region and only 1 percent below the state participation levels. The exhibit also shows that TISD's class of 1993 ranked above Region VII districts in all sub-categories of College Admissions Testing with 16 percent scoring "At or Above Criterion."

**Exhibit 2-9**  
**1993-94 Student and College Admission Tests**  
**for TISD, Region VII and the State of Texas**

School Year	College Admissions Tests	TISD	Region VII	State of Texas
-------------	--------------------------	------	------------	----------------

Class of 1993	Percent At or Above Criterion	16%	13%	17%
Class of 1994		16%	14%	17%
Class of 1993	Percent Tested	46%	55%	64%
Class of 1994		51%	58%	65%

Source: AEIS 1994-95

**Exhibit 2-10** shows that TISD's average Scholastic Aptitude Test (SAT) scores for school years 1990-91 through 1993-94 were consistently higher than the region and state averages. African American students' SAT scores declined during the four-year period and were below the average scores for the district, region and state.

**Exhibit 2-10**  
**1990-94 Average SAT Scores**  
**for the State of Texas, Region VII and TISD**

School Year	State	Region VII	District	<i>TISD SAT Scores by Ethnicity</i>			
				African American	Hispanic	White	Other
<b>1990-91</b>	873	888	956	761	*	990	969
<b>1991-92</b>	874	873	900	746	*	930	1071
<b>1992-93</b>	884	887	930	747	1,000	961	908
<b>1993-94</b>	885	891	931	720	729	977	920

Source: AEIS 1990-95

\*Denotes masking by TEA because there were less than five participants

**Exhibit 2-11** illustrates fluctuation in TISD's American College Test (ACT) scores from year to year. The 1993-94 average of 19.8 decreased from the previous year's average of 20.8 and is lower than the region (20.2) and state (20.1) average. African American and white students' ACT scores fell in 1993-94. Minority students' scores are consistently below district, region and state averages.

**Exhibit 2-11**  
**1990-94 Average ACT Scores**  
**for the State of Texas, Region VII and TISD**

School Year	State	Region VII	District	<i>TISD ACT Scores by Ethnicity</i>			
				African American	Hispanic	White	Other
<b>1990-91</b>	19.9	19.9	21.1	17.1	*	23.1	23.0
<b>1991-92</b>	19.9	19.8	19.7	17.2	17.0	21.6	*
<b>1992-93</b>	20.1	20.0	20.8	17.3	*	22.2	19.2
<b>1993-94</b>	20.1	20.2	19.8	16.9	16.9	21.7	*

*Source: AEIS 1990-95*

*\*Denotes masking by TEA because there were less than five participants*

**Dropout Rates**

Another indicator of student performance is the district's dropout rate.

Dropout rates for Hispanic students are consistently higher than the state's guideline of 5 percent. Of the school years listed in **Exhibit 2-12**, Hispanic students continuously had the highest dropout rates, averaging 7.1 percent annually.

**Exhibit 2-12**  
**1990-94 Dropout Rates**  
**for the State of Texas, Region VII and TISD**

School Year	State	Region VII	District	<i>TISD Dropout Rate by Ethnicity</i>			
				African American	Hispanic	White	Other
<b>1990-91</b>	3.9%	3.4%	3.1%	5.3%	10.2%	4.3%	6.4%
<b>1991-92</b>	3.8%	3.0%	3.0%	2.5%	5.2%	2.7%	0.0%
<b>1992-93</b>	2.8%	2.4%	3.0%	2.9%	6.3%	2.2%	3.2%
<b>1993-94</b>	2.6%	2.3%	3.8%	4.4%	6.8%	2.7%	2.3%

*Source: AEIS 1990-95*

**TAAS Scores**

TAAS scores also are used to measure student performance. According to TEA's most recent accountability report (released spring 1995), TISD was cited for low performance at four schools because of poor academic performance.

John Tyler High school was cited for poor academic performance on two counts-less than 25 percent of its economically disadvantaged students passed the math portion of the TAAS, and the campus also had an attendance rate that fell below the state's goal of 94 percent.

Although Robert E. Lee High School students scored above the state average in all categories of the TAAS, the school was accredited warned by TEA because of its dropout rate. John Tyler High School, Dogan and Hogg middle schools were each cited for less than 25 percent of their students passing the math portion of the TAAS test. Dogan Middle School was cited for less than 25 percent of its Hispanic and economically disadvantaged students passing the math portion of the TAAS, while Hogg Middle School was cited for less than 25 percent of its African American students passing the math portion.

**Exhibit 2-13** illustrates the TAAS percentages and the percent change for spring 1994 and 1995 for grades 3 through 10.

**Exhibit 2-13**  
**1994 and 1995 TISD**  
**Percentage of Students Passing the TAAS Test**

<b>Grade Level</b>	<b>Subject</b>	<b>% Passed Spring 1994</b>	<b>% Passed Spring 1995</b>	<b>% of Change</b>
3 <sup>rd</sup>	Reading Math All Tests	72.5%	76.2%	5.1%
		62.0%	71.0%	14.5%
		57.3%	65.9%	15.0%
4 <sup>th</sup>	Reading Writing Math All Tests	72.9%	78.5%	7.7%
		84.4%	80.8%	<b>-4.3%</b>
		57.7%	71.9%	24.6%
		53.6%	63.8%	19.0%
5 <sup>th</sup>	Reading Math All Tests	73.8%	76.9%	4.2%
		59.3%	68.1%	14.8%
		56.3%	63.4%	12.6%

6 <sup>th</sup>	Reading Math All Tests	70.0%	75.4%	7.7%
		56.7%	56.4%	<b>-0.5%</b>
		52.1%	54.8%	5.2%
7 <sup>th</sup>	Reading Math All Tests	71.7%	76.7%	7.0%
		58.2%	58.5%	0.5%
		54.3%	56.9%	4.8%
8 <sup>th</sup>	Reading Writing Math All Tests	74.7%	75.6%	1.2%
		72.6%	74.7%	2.9%
		54.9%	53.6%	<b>-2.4%</b>
		49.3%	46.5%	<b>5.7%</b>
10 <sup>th</sup> Exit Level	Reading Writing Math All Scores	76.6%	75.4%	<b>-1.6%</b>
		79.6%	85.5%	7.4%
		56.7%	57.7%	1.8%
		52.6%	54.0%	2.7%

*Source: AEIS 1994-95*

**Exhibit 2-14** shows the differences in the TAAS passing rates in the three test categories: reading, writing and math for TISD's two high schools. Robert E. Lee High School's test scores declined between the spring 1994 and spring 1995 test dates, while passing rates for writing and math improved over that same time period. John Tyler High School's passing rates improved both years.

**Exhibit 2-14** also illustrates the variation in test scores between the two high schools. A review of each test category indicates John Tyler students scored 24 percent lower in reading, 18 percent lower in writing and 37 percent lower in math than Robert E. Lee students during the Spring 1995 school year. In addition, John Tyler's writing and math scores increased more than 10 percent from Spring 1994 to Spring 1995.

**Exhibit 2-14**  
**1994 and 1995**  
**Percent Passing the TAAS Test**  
**(by High School)**

School	Subject	% Passed Spring 1994	% Passed Spring 1995	% of Change
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<b>Robert E. Lee</b>	Reading Writing Math	86.2% 88.0% 70.6%	85.0% 92.0% 72.6%	<b>-1.4%</b> 4.6% 2.9%
	All Tests	81.6%	83.2%	2.0%
<b>John Tyler</b>	Reading Writing Math	59.1% 63.9% 32.6%	61.2% 74.0% 36.1%	3.4% 15.8% 10.7%
	All Tests	51.7%	56.9%	10.1%

*Source: TISD - Office of Secondary Education*

# Chapter 2

## STATISTICAL PROFILE OF TISD

### PERSONNEL STATISTICS

The following pages compare employment data for TISD, peer districts, the region and the state.

**Exhibit 2-15** illustrates that in 1994-95 TISD had a total of 2,182 full-time staff equivalents (FTE's). This figure increased from the previous year's (1993-94) total of 2,024 employees.

Minorities made up 21 percent of both 1993-94 and 1994-95 teaching staff in TISD, while the peer districts had an average of 17 percent. The fiscal 1994-95 percentage of minority teachers in TISD (21 percent) was less than the minority student population of 54 percent.

In **Exhibit 2-15**, the 1994-95 figures show that TISD has the highest percentage (76 percent) of regular education teachers, but falls below the peer districts in the employment of Special Education teachers.

TISD employs a larger percentage of educational aides (11 percent) than the peer districts (9 percent).

TISD teachers have more average years of experience with 12.5 years. TISD and its peer districts also have close to the same student-to-teacher ratio (15.9 and 15.8, respectively).

**Exhibit 2-15**  
**Comparison of Fiscal 1993-94 and Fiscal 1994-95**  
**Personnel Statistics for TISD and the Peer Districts**

	1993-94		1994-95			1993-94		1994-95	
	#	%	#	%		#	%	#	%
Total Staff FTE	2,024	-	2,182	-	Average Staff FTE	1,743	-	1,823	-
Total Teachers FTE	1,041	51%	1,041	48%	Total Teachers FTE	915	53%	949	52%
<b>Staff/Aides</b>					<b>Staff/Aides</b>				
Central Admin.	16	1%	16	1%	Central	17	1%	18	1%

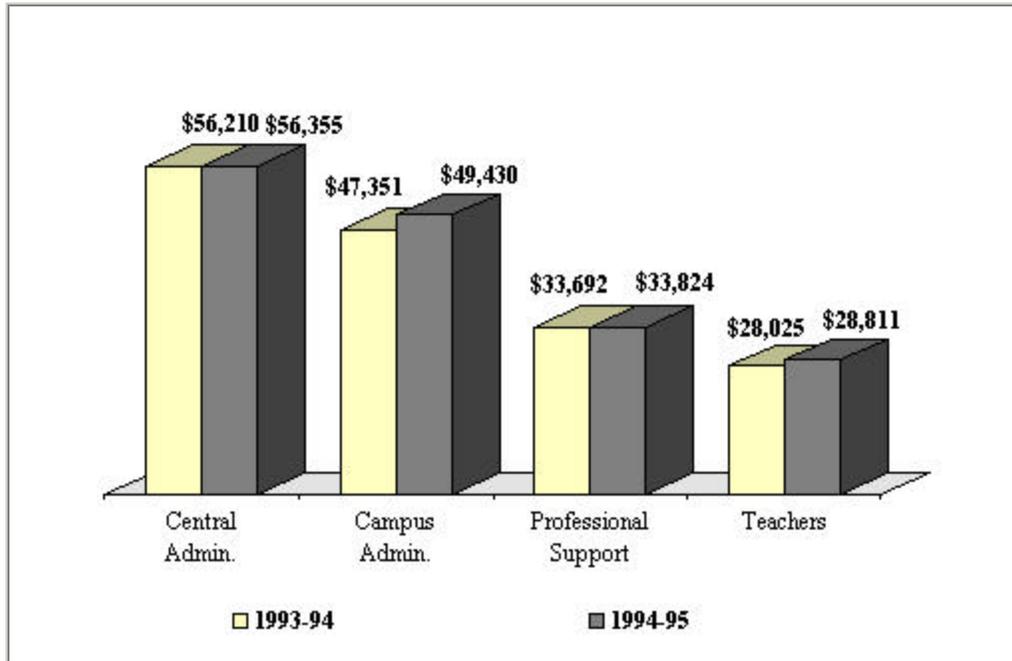
					Admin.				
Campus Admin.	47	2%	47	2%	Campus Admin.	52	3%	55	3%
Professional Support	159	8%	159	8%	Professional Support	122	7%	128	7%
Auxiliary Staff	542	27%	542	27%	Auxiliary Staff	523	30%	529	29%
Educational Aides	219	11%	219	11%	Educational Aides	113	7%	164	9%
<b>TEACHERS</b>					<b>TEACHERS</b>				
<b>Ethnicity</b>					<b>Ethnicity</b>				
White	822	79%	822	79%	White	760	83%	797	84%
African American	198	19%	198	19%	African American	92	10%	104	11%
Hispanic	21	2%	21	2%	Hispanic	46	5%	47	5%
Other	-	0%	-	0%	Other	18	2%	9	1%
<b>Area of Concentration</b>					<b>Area of Concentration</b>				
Regular Ed.	791	76%	791	76%	Regular Ed.	650	71%	683	72%
Special Ed.	83	8%	83	8%	Special Ed.	92	10%	95	10%
Bilingual/ESL Ed.	42	4%	42	4%	Bilingual/ESL Ed.	37	4%	38	4%
Career/Tech Ed.	42	4%	42	4%	Career/Tech Ed.	37	4%	38	4%
Avg. Years of Experience	12.5	-	12.5	-	Avg. Years of Experience	11.5	-	11.6	-
Student/Teacher Ratio	16.1		15.9		Student to Teacher Ratio	16.0		15.8	

*Source: AEIS 1993-94 and 1994-95*

**Exhibit 2-16** compares average salaries and the increase of those salaries by job classification for fiscal years 1993-94 and 1994-95. TISD campus administrators and teachers incurred the largest salary increases of 4 and 3 percent, respectively. Central administrators and professional support

employees received less than 1 percent salary increases from fiscal years 1993-94 to 1994-95.

**Exhibit 2-16**  
**TISD Average Salary Dollars**  
**Fiscal 1993-94 and Fiscal 1994-95**

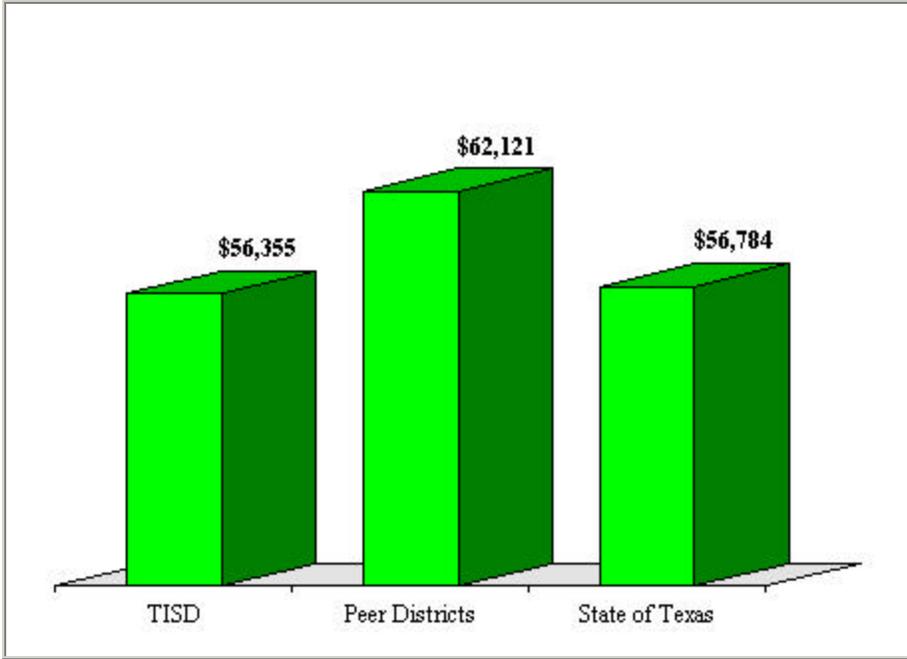


*Source: AEIS 1993-94 and 1994-95*

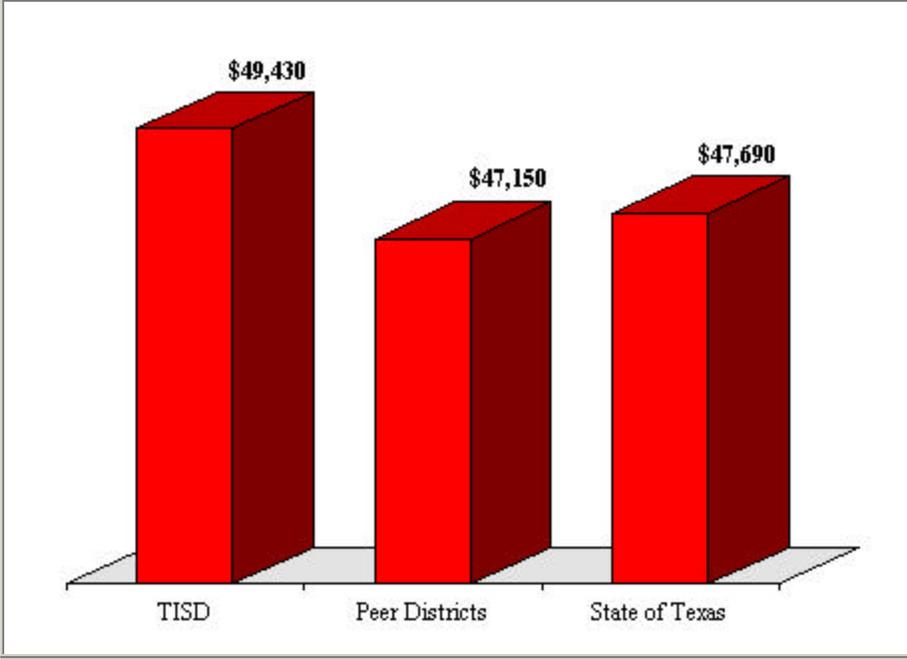
**Exhibit 2-17** shows that for fiscal 1994-95, TISD had the lowest average salaries for central administrators, professional support and teachers.

**Exhibit 2-17**  
**1993-94 Average Salary Dollars**  
**of TISD, Peer Districts, Region VII and the State of Texas**

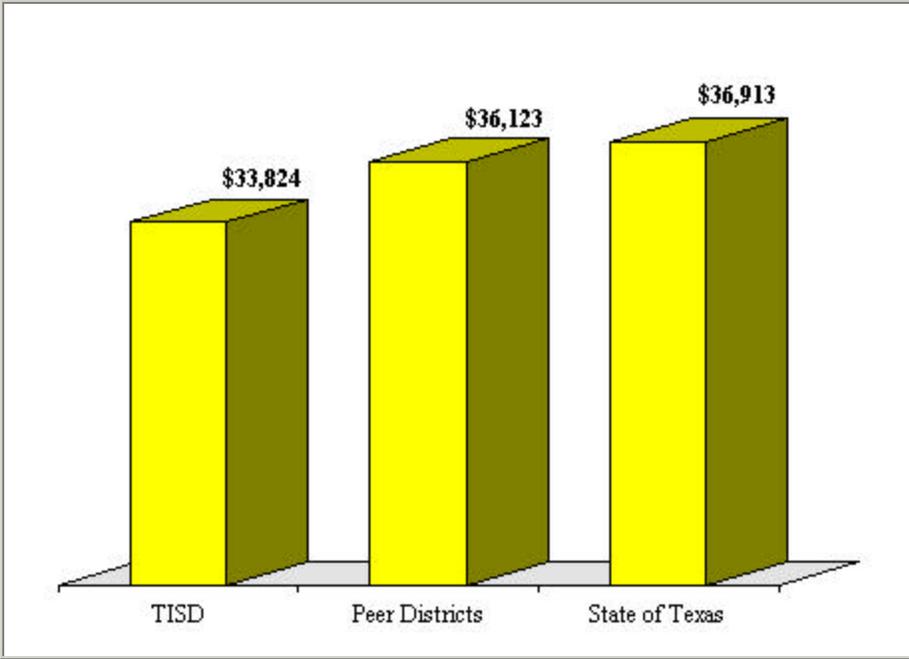
**Central Administrative Salary Averages**



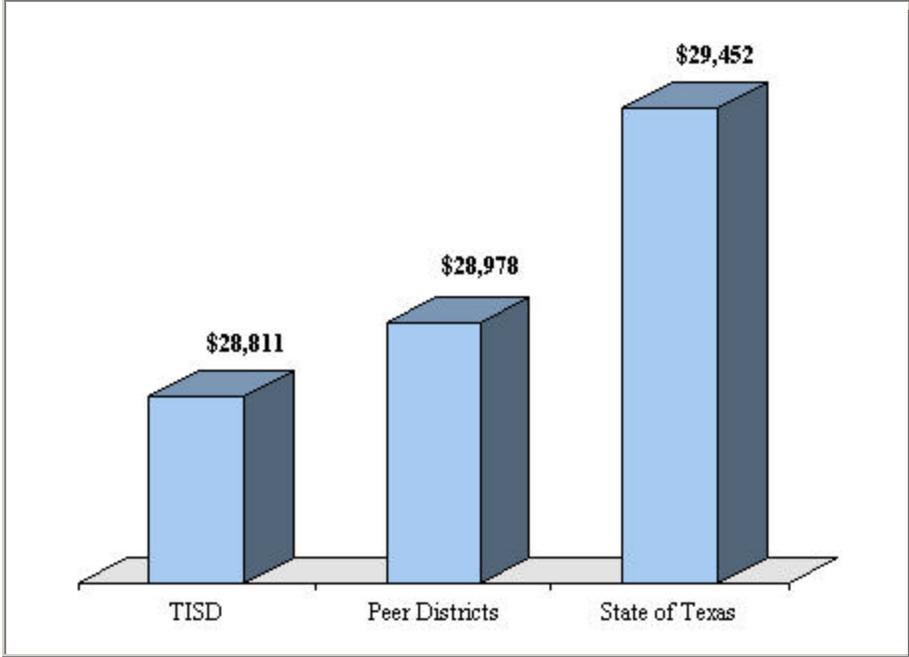
**Campus Administrative Salary Averages**



**Professional Support Salary Averages**



**Teacher Salary Averages**



Source: AEIS 1994-95

# Chapter 2

## STATISTICAL PROFILE OF TISD

### FINANCIAL STATISTICS

An overview of actual revenues and expenditures for TISD and their peer districts is presented in **Exhibit 2-18**.

**Exhibit 2-18**  
**Fiscal 1992-93 and Fiscal 1993-94**  
**Revenues and Expenditures of TISD and Peer Districts**

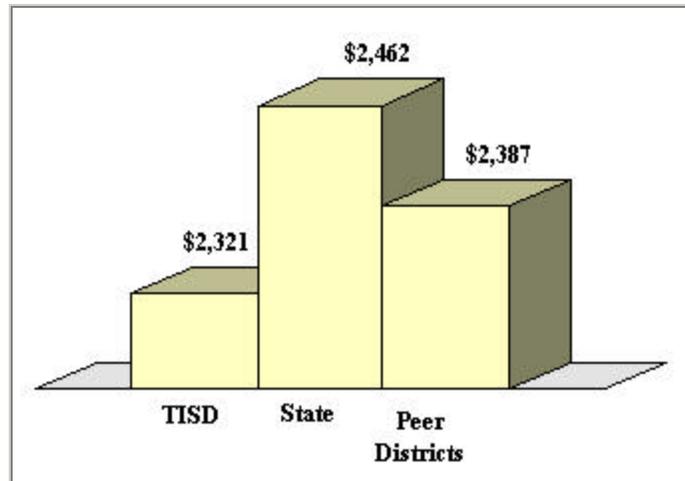
	TISD					Peer Districts			
	1993-94		1994-95			1993-94		1994-95	
	\$	%	\$	%		\$	%	\$	%
<b>Revenues</b>					<b>Revenues</b>				
State	24,184,309	32%	24,580,429	32%	State	25,177,299	36%	26,037,243	35%
Local and Other	42,322,540	56%	44,552,028	58%	Local and Other	39,164,688	56%	42,403,510	57%
Federal	9,069,116	12%	7,681,384	10%	Federal	5,594,955	8%	5,951,370	8%
Total Revenue Per Pupil	4,519		4,519		Total Revenue Per Pupil	4,712		4,914	
<b>Total Revenue</b>	<b>75,575,965</b>		<b>76,813,842</b>		<b>Total Revenue</b>	<b>69,936,943</b>		<b>74,392,123</b>	
<b>Expenditures</b>					<b>Expenditures</b>				
Instructional	37,829,022	54%	39,662,041	55%	Instructional	33,427,075	52%	35,240,528	52%
Central Admin.	6,304,837	9%	3,605,640	5%	Central Admin.	4,499,799	7%	3,388,512	5%
Campus Admin.	2,802,150	4%	3,605,640	5%	Campus Admin.	3,214,142	5%	3,388,512	5%
Plant Services	7,005,374	10%	7,932,408	11%	Plant Services	7,071,112	11%	7,454,727	11%
Other	10,508,062	15%	7,211,280	10%	Other	9,642,426	15%	6,777,025	10%
Total Operating Expenditures	4,189		4,657		Total Operating Expenditures	4,355		4,983	

Per Pupil					Per Pupil				
<b>Total Operating Expenditures</b>	<b>70,053,744</b>	<b>92%</b>	<b>72,112,802</b>	<b>93%</b>	<b>Total Operating Expenditures</b>	<b>64,282,837</b>	<b>89%</b>	<b>67,770,246</b>	<b>90%</b>
Non-Operating	6,212,190	8%	5,452,398	7%	Non-Operating	7,827,480	10%	7,906,189	10%
<b>Total Expenditures</b>	<b>76,265,934</b>		<b>77,565,200</b>		<b>Total Expenditures</b>	<b>72,110,317</b>		<b>75,676,435</b>	

Source: AEIS 1993-94 and 1994-95

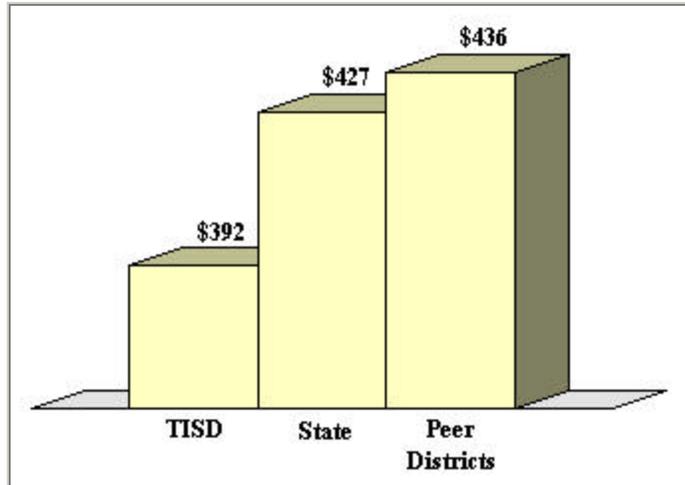
**Exhibits 2-19** through **Exhibits 2-24** present cost-per-pupil comparisons for the major function codes which group or categorize expenses within the district. For function codes compared, TISD's per-pupil cost was lower than both the peer districts' and the state average.

**Exhibit 2-19**  
**Instructional Cost Per Pupil**  
**1994-95**



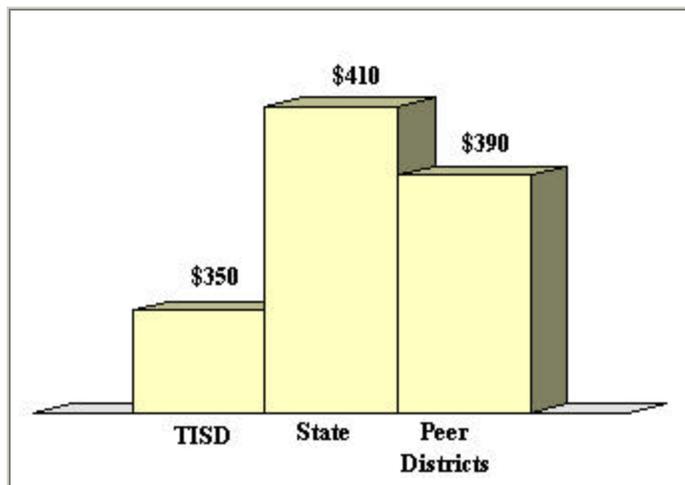
Source: PEIMS 1994-95 Budget Data

**Exhibit 2-20**  
**Instructional Support Per Pupil**  
**1994-95**



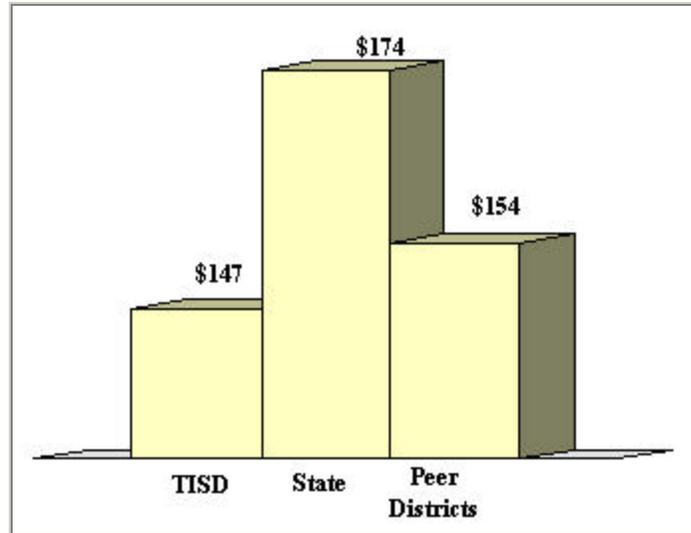
Source: PEIMS 1994-95 Budget Data

**Exhibit 2-21  
Service Costs Per Pupil  
1994-95**



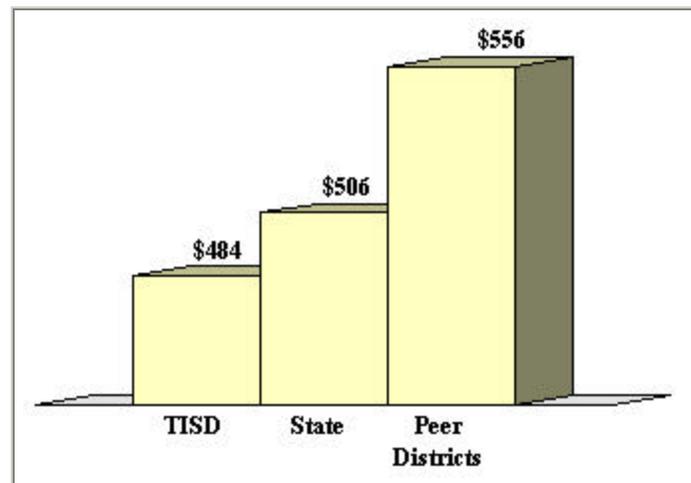
Source: PEIMS 1994-95 Budget Data

**Exhibit 2-22  
General Administrative and Debt Services Per Pupil  
1994-95**



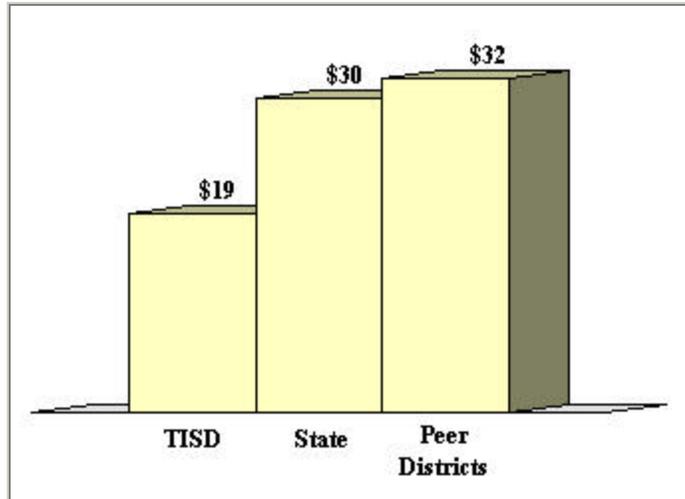
Source: PEIMS 1994-95 Budget Data

**Exhibit 2-23**  
**Plant Maintenance and Operations Costs Per Pupil**  
**1994-95**



Source: PEIMS 1994-95 Budget Data

**Exhibit 2-24**  
**Other Costs Per Pupil**  
**1994-95**



*Source: PEIMS 1994-95 Budget Data*

# Chapter 3

## DISTRICT ORGANIZATION AND MANAGEMENT

- A. Board and Governance
- B. Policies and Procedures
- C. District Management
- D. Planning
- E. School Management and Site-Based Decision-Making

### BOARD AND GOVERNANCE

Under Senate Bill 1 (S.B. 1), enacted by the Texas Legislature in May 1995, the board of trustees of a Texas independent school district is a *corporate body*, elected by the public with the *"exclusive power and duty to oversee the management of the public schools of the district."* The board, as a legal agent of the State of Texas, derives its legal status from the Texas Constitution and the Legislature. It must function in accordance with applicable state and federal statutes, as well as regulations interpreting those statutes and relevant court decisions. Specific powers granted to the board under S.B. 1 include the power and duty to:

- Adopt rules and bylaws necessary to govern and oversee management of the public schools of the district.
- Acquire and hold real and personal property, sue and be sued, and receive bequests and donations and other money or funds.
- Dispose of property no longer necessary for the operation of the school district.
- Levy and collect taxes; issue bonds, including determining the rate of tax to be levied within the dollar limits voted and specified by law (in instances when a specific tax rate has not been adopted at an election authorizing a tax).
- Prepare, adopt and file a budget for the next fiscal year and file a report of disbursements and receipts for the preceding fiscal year.
- Ensure district accounts are audited following the close of each fiscal year, at district expense, by a Texas certified public accountant or public accountant holding a license from the Texas State Board of Public Accountancy.
- Approve a district-developed plan for site-based decision-making (SBDM) and provide for implementation.
- Publish an annual report describing the district's educational performance, including campus performance objectives and the progress of each campus toward the objectives.

- Retain all powers and duties not specifically delegated by statute to the school board or the State Board of Education.

**CURRENT SITUATION**

Before May 1994, TISD board members were elected at large. Beginning in May 1994, TISD board members were elected from single-member districts. TISD has a seven-member board with each member elected for a three-year term. Board policy provides for staggered terms to ensure that one-third of the board members are up for election each year. Elections are held the first Saturday in May of each year. Board policy does not provide for term limits.

Elections, held in May 1994, converted the board to single-member districts. Three of the seven members elected in May 1994 ran for re-election in May 1995 to begin the staggered terms. In the May 1995 elections, two incumbents were re-elected and one new board member was elected. One board member died in July 1995, and a new member was appointed to fill his term. In October 1995, the president of the board resigned, and a new president was elected by the board. The current board is listed in **Exhibit 3-1**.

**Exhibit 3-1  
TISD Board of Trustees  
1995-96**

<b>Name</b>	<b>Title</b>	<b>Term Expires</b>	<b>Months of Service as of 3/1/96</b>	<b>Occupation</b>
Brenda Taylor-Kirkland	President	1996	22	Manager, U.S. Post Office
Gill Hitt	Vice President	1998	22	Sales Representative
Henry Dennard	Secretary	1998	10	Bank Vice President
Therelee Washington	Member	1998	22	Owner, Construction Co.
Jose Feliciano	Member	1997	22	Owner, Insurance Co.
Bill Lust	Member	1996	7	Owner, Fertilizer Co.
Dan Bolin*	Member	1996	4	Director, Youth Camp

*Source: TISD Superintendent*

\*In its regular meeting in October 1995, the board decided to fill the Place 4 vacancy by allowing citizens residing in the district represented by Place 4 to submit to the board the names of individuals interested in being appointed to fill the vacancy.

Board meetings are held on the third Thursday of each month. A special meeting is held at 5:30 p.m. on the third Tuesday of each month to review both information and discussion items. Regular meetings are held at 6:30 p.m. on the third Tuesday of each month to obtain public input and handle action items. All special meetings are held at the central office, while regular meetings are held at either Birdwell Elementary or the board office (beginning in January 1996, all regular meetings were to be held at the board office).

The superintendent coordinates the agenda. Each month, the agenda is established with input from the board president and executive staff. Each board member, through the board president, is allowed to place items on the agenda. Both the agenda and supporting materials are delivered to each board member on the Friday afternoon before the week of the board meetings.

The official minutes of open sessions are prepared by the board secretary who also works as secretary to the assistant superintendent for Business Services. Minutes for executive sessions are taken by the elected secretary.

## **FINDING**

A review of the minutes of both regular and special board meetings from May 13, 1994 to September 12, 1995 found that the secretary of the board records, in detail, the discussion and subsequent votes of board members.

## **COMMENDATION**

**TISD board minutes accurately document board proceedings.**

Since approved minutes of official board meetings become legal documents chronicling board actions, it is imperative that the documents are complete and accurate. TISD's minutes of regular and special board meetings are recorded in detail.

## **FINDING**

Five of the six members of the board were newly elected in May 1994. The lone holdover member died in July 1995, and a new member was appointed in August 1995. Consequently, each member of the board has less than two years experience. Although each member has received 20 hours of mandatory training stipulated by the State Board of Education under the provisions of S.B. 1, three board members admit they have not taken full advantage of continuing training opportunities offered by various organizations and told us they are not sure of their respective roles and responsibilities. Without this information, board members told the review team they are becoming involved in the day-to-day operations of the district (micromanaging), which has rendered them ineffective in their governance role. For example, 56 percent of the respondents to the written (self-administered) teacher survey and 84 percent of the respondents to the self-administered principal/assistant principal survey felt the board and administration did not work well together. Teachers also cited constant conflicts and a lack of communication among board members, and suggested the board focus more on educating children. Principals/assistant principals said central administration is working as well as it can with a "difficult board" that has its "own agenda," and suggested the board take classes in consensus building and team work.

When asked during a second telephone survey to grade the board's ability to establish effective district policies, 60 percent of teachers responding gave the board a grade of "C" (41 percent) or "D" (19 percent). In the same survey, 64 percent of teachers responding graded the board's knowledge of the educational needs of students in TISD as "C" (45 percent) or "D" (19 percent). See Appendix D for the results of both teacher surveys.

Interviews with each member of the board and executive administration also revealed an atmosphere of distrust between the board and the superintendent. Four of the six board members expressed serious concern about the lack of trust between the board and superintendent and its impact on the district.

Members of the executive administration indicated that the atmosphere of distrust has led to micromanagement by the board and undermined the administration's efforts to manage the district effectively. For example, the superintendent is sometimes not allowed to participate in executive sessions-even when he is not the topic of discussion. This was particularly disturbing to the administration because deliberations on sensitive matters were taking place without input from the superintendent. Board members felt excluding the superintendent from executive sessions was justified because the superintendent, in their view, had breached the confidentiality of discussions held in executive session.

During school visits, team members were informed of a situation in which the board directed the administration not to influence the selection of an elementary principal by the Campus Performance Objective Committee (CPOC). When the administration complied and submitted the selection of the CPOC to the board for approval, the board called CPOC members to a regular board meeting to verify that the administration did not influence the selection. Subsequent interviews with board members corroborated the information obtained during school visits. The lack of trust in the superintendent and certain members of the administration by a majority of the board was cited by board members as justification for questioning the CPOC members about the involvement of the administration in the process.

The depth of mistrust throughout the district is further supported by an independent review of the accreditation status of TISD. Texas Education Agency (TEA) conducted an on-site accreditation visit to TISD during the week of October 23-27, 1995. TEA visited two middle schools and one high school rated low-performing due to performance on TAAS, and one high school rated low-performing due to dropout rate. In its draft report, entitled *District Accreditation Report for Selected Campuses* and issued December 5, 1995, TEA reported that: "Discord on the board and perceived lack of support of some board members for central administration and/or for teachers and principals has lowered morale in the district and eroded public confidence."

### **Recommendation 1:**

**Board members should receive training on a continuing basis in school district governance, team-building and sensitivity, and request assistance from TEA when questions arise related to governance and school district administration.**

Each board member should attend training in school district governance when opportunities arise. Specific emphasis should be placed on the responsibility of the board as it relates to school district governance and policy-making, instead of involvement in day-to-day operations and administration. TEA provides consultants to assist districts throughout the state with defining the roles and responsibilities of the board and administration and establishing a functional governance structure that results in a cohesive relationship between the board and administration.

The district should hire a team building facilitator to conduct a series of team building and sensitivity training workshops or retreats to create an atmosphere of trust between the board and the superintendent. The retreats should identify the origins of mistrust. This training should concentrate on identifying the personality profiles of each board member and the

superintendent, building a team and making a commitment to work together as a cohesive group for the good of the district.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The board president should assign the superintendent the responsibility for collecting information related to board training and the use of TEA consultants.	March 1996
2.	The superintendent and board president should identify at least three team building facilitators who are qualified to lead board/superintendent retreats and request proposals from each.	March - April 1996
3.	The superintendent should identify a facility that would accommodate a two-day retreat for 10 people.	March - April 1996
4.	The superintendent, in conjunction with the board president, should select a team-building facilitator from the three facilitators identified and a facility for the retreat.	April 1996
5.	The board should approve the selection of both the facilitator and the location of the retreat and select the date of the retreat from a list of available dates. The board also should approve the use of TEA-recommended consultants to assist with governance and administration issues as needed.	April 1996
6.	Each month, the superintendent should communicate training opportunities available for board members to the board president.	April 1996 and each month thereafter
7.	The president of the board should send a monthly memorandum to each board member listing training opportunities shared by the superintendent.	April 1996 and each month thereafter
8.	Each board member should attend training sessions relevant to school district governance and other topics of interest.	April 1996 and each month thereafter
9.	The board and superintendent should attend the two-day team-building retreat.	June - July 1996

### **FISCAL IMPACT**

A continuing education program for the board would require at least \$4,900 per training session for the entire board. This estimate assumes that registration fees, travel, hotel and per diems will average \$700 per board

member for each training session. Board members should attend at least two sessions per year, for a total annual cost of \$9,800. TISD currently budgets approximately \$10,000-\$15,000 each year for board training and travel. Therefore, no additional cost is associated with ongoing training activities.

However, the cost associated with the team-building retreat consists of one facilitator for two days at \$1,500 per day (including materials), plus the cost of the facility at \$250 per day. The sessions should be held at least once a year. Also, TEA consultants typically bill Texas school districts between \$200-\$400 per hour. To be conservative, TISD should budget at least 50 hours for TEA consultants at \$400 per hour (\$20,000).

<b>Recommendation</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>
Provide training to the board	(\$23,500)	(\$23,500)	(\$23,500)	(\$23,500)	(\$23,500)

### **FINDING**

Regular board meetings lasted an average of 4 hours and 13 minutes from May 19, 1994 to December 15, 1994 (**Exhibit 3-2**), and 3 hours and 21 minutes from January 19, 1995 to August 17, 1995. Beginning February 13, 1995, the board began to hold special meetings two days before the regular board meeting. The purpose of the special meetings is to review information and discussion items that would prolong the regular meetings. Special meetings from February 13, 1995 to September 12, 1995 averaged two hours and 13 minutes (**Exhibit 3-3**).

**Exhibit 3-2**  
**Regular/Special Board Meetings in Calendar 1994**  
**May 13, 1994 through December 15, 1994**

<i>Calendar 1994</i>							
	<b>Regular/</b>	<b>Time of Session</b>					
<b>Date</b>	<b>Special</b>	<b>Open</b>		<b>Executive</b>		<b>Total Time</b>	
May 13	S		15 min.		15 min.		30 min.
May 19	R	4 hrs.	40 min.	1 hr.	30 min.	6 hrs.	10 min.
June 2	S	10 hrs.	30 min.			10 hrs.	30 min.
June 16	R	2 hrs.	40 min.		45 min.	3 hrs.	25 min.
June 19	S	7 hrs.	45 min.			7 hrs.	45 min.

July 21	R	3 hrs.	20 min.	4 hrs.	40 min.	8 hrs.	
Aug 5	S	3 hrs.	10 min.		30 min.	3 hrs.	40 min.
Aug 9	S	2 hrs.	30 min.		40 min.	3 hrs.	10 min.
Aug 18	R	1 hr.	45 min.		35 min.	2 hrs.	20 min.
Aug 24	S		35 min.		20 min.		55 min.
Sept 6	S	2 hrs.	35 min.		55 min.	3 hrs.	30 min.
Sept 15	R	1 hr.	50 min.		40 min.	2 hrs.	30 min.
Oct 11	S	3 hrs.	55 min.			3 hrs.	55 min.
Oct 17	S	1 hr.	25 min.			1 hr.	25 min.
Oct 24	R	2 hrs.	15 min.	1 hr.	25 min.	3 hrs.	40 min.
Oct 31	R		30 min.		35 min.	1 hr.	5 min.
Nov 17	R	3 hrs.	46 min.		44 min.	4 hrs.	30 min.
Nov 30	S		25 min.				25 min.
Dec 15	R	2 hrs.	47 min.		35 min.	3 hrs.	12 min.
				<b>Regular Meetings</b>		<b>Special Meetings</b>	
<b>Total Minutes</b>				2,027 min.		2,210 min.	
<b>Average Length</b>				4 hrs. 13 min.		3 hrs. 20 min.	

Source: Minutes of Regular and Special Meetings.

**Exhibit 3-3**  
**Regular/Special Board Meetings in Calendar 1995**  
**January 19, 1995 through September 12, 1995**

<i>Calendar 1995</i>							
	Regular/ Special	Time of Session					
Date		Open	Executive		Total Time		
Jan 19	R	3 hrs.		55 min.	3 hrs.	55 min.	
Feb 13	S	1 hr.	2 hrs.	5 min.	3 hrs.	5 min.	
Feb 16	R	1 hr.	15 min.	1 hr.	25 min.	2 hrs.	40 min.

Feb 21	S		5 min.		55 min.	1 hr.	
Mar 13	S	2 hrs.	10 min.	4 hrs.	10 min.	6 hrs.	20 min.
Mar 16	R	1 hr.	40 min.	1 hr.	30 min.	3 hrs.	10 min.
Apr 13	S			1 hr.	44 min.	1 hr.	44 min.
Apr 18	S		55 min.	1 hr.	50 min.	2 hrs.	45 min.
Apr 20	R	2 hr.	15 min.		45 min.	3 hrs.	
May 8	S		20 min.				20 min.
May 16	S		15 min.	2 hrs.	20 min.	2 hrs.	35 min.
May 18	R	1 hr.	55 min.	1 hr.		2 hrs.	55 min.
June 3	S	2 hrs.	47 min.		40 min.	3 hrs.	27 min.
June 13	S	1 hr.	5 min.	1 hr.	35 min.	2 hrs.	40 min.
June 15	R	1 hr.	55 min.	3 hrs.	23 min.	5 hrs.	18 min.
July 14	S		8 min.	1 hr.	42 min.	1 hr.	50 min.
July 20	R	1 hr.	41 min.	1 hr.	54 min.	3 hrs.	35 min.
July 24	S	2 hrs.	15 min.			2 hrs.	15 min.
July 29	S	1 hr.	55 min.			1 hr.	55 min.
Aug 8	S	1 hr.	20 min.	1 hr.		2 hrs.	20 min.
Aug 15	S	2 hrs.	35 min.		20 min.	2 hrs.	55 min.
Aug 17	R	2 hrs.			20 min.	2 hrs.	20 min.
Aug 19	S	2 hrs.	5 min.			2 hrs.	5 min.
Sept 11	S		45 min.				45 min.
Sept 11	S		40 min.				40 min.
Sept 12	S		55 min.				55 min.
Sept 12	S		45 min.				45 min.
				<b>Regular Meetings</b>		<b>Special Meetings</b>	
<b>Total Minutes</b>				1,613 min.		2,261 min.	
<b>Average Length</b>				3 hrs. 21 min.		2 hrs. 13 min.	

*Source: Minutes of Regular and Special Meetings.*

The board's lack of organization contributes to lengthy meetings. On October 19, 1995, members of the review team attended a regular board meeting at Birdwell Elementary School. During the meeting, team members observed the absence of a consent agenda for routine action items as well as the lack of structured time periods for discussing major agenda items such as recognitions, action items, discussion items and information items. Because the agenda did not conform to structured time periods, agenda items were not discussed in the order presented in the printed agenda and there were extended discussions on routine action items.

**Recommendation 2:**

**Develop a timed agenda for board meetings and a consent agenda for routine action items.**

A timed agenda would keep board meetings on schedule and eliminate lengthy discussions among board members that prolong meetings. Additionally, a consent agenda would separate business items that recur monthly and require board approval or ratification from nonroutine action items requiring more discussion. The entire consent agenda could be approved in one vote (unless individual board members had specific questions), thereby eliminating individual votes on each routine action item. **Exhibit 3-4** is an example of a timed agenda using the October 19, 1995 agenda.

**Exhibit 3-4**  
**Sample Timed Agenda for TISD Regular Board Meetings**  
**Abbreviated Version of October 19, 1995 Meeting**

<b>October 19, 1995 - 6:30 P.M.</b>		
<b>Item Number</b>	<b>Time</b>	<b>Description of Activity</b>
I.	<b>6:30 p.m.</b>	Call to Order (roll call, announcement of quorum, etc.)
II.	<b>6:35 p.m.</b>	Prayer and Pledge of Allegiance
III.	<b>6:40 p.m.</b>	Recognition of Teachers, Students, Staff, etc.
IV.	<b>6:55 p.m.</b>	Public Participation
V.	<b>7:25 p.m.</b>	Consent Agenda <ul style="list-style-type: none"> <li>• Approve minutes of Special Meeting, September 19, 1995</li> </ul>

		<ul style="list-style-type: none"> <li>• Approve minutes of Regular Meeting, September 21, 1995</li> <li>• Approve Minutes of Special Meeting, October 9, 1995</li> <li>• Approve Financial Statement for September 1995</li> </ul>
VI.	<b>7:30 p.m.</b>	<p>Action Agenda</p> <ul style="list-style-type: none"> <li>• Board of Trustees Items (Interlocal Agreements, Selection of Place 4, Instructional Focus, etc.)</li> <li>• Business and Finance Items (Approval of Bids)</li> </ul> <p>Instruction Items (Waiver Requests)</p>
VII.	<b>7:45 p.m.</b>	Discussion Items
VIII.	<b>8:15 p.m.</b>	Information Items
IX.	<b>8:30 p.m.</b>	Executive Session

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent, in consultation with the director of communications and other executive staff, should develop a sample timed agenda for both regular and special board meetings.	March 1996
2.	The superintendent should present the sample timed agenda to the board for discussion and comments.	March 1996
3.	The superintendent should revise the sample agenda and incorporate the board's comments.	April 1996
4.	The board secretary should be instructed to serve as "time keeper" and alert the board president when time periods expire.	April 1996
5.	The board should test the timed agenda at a regular meeting.	April 1996
6.	The superintendent should modify the timed agenda based on the results of testing and begin using it.	May 1996

### **FISCAL IMPACT**

No cost is associated with the development of a timed agenda.

## FINDING

The board does not use *Robert's Rules of Order*, and as a result, regular board meetings are not controlled as well as they could be-contributing to the lengthiness of the meetings. For example, when review team members attended the regular board meeting on October 19, 1995, it was noted that the board was not following parliamentary procedure as motions were presented, discussed and voted up or down. A motion was made and discussion was initiated (on the motion) before the motion was seconded. Moreover, once the motion was seconded and voted down, discussion continued as if the motion were still on the floor.

### Recommendation 3:

**Use *Robert's Rules of Order* and appoint a parliamentarian to the board.**

The president of the board should use *Robert's Rules of Order* that govern parliamentary procedure. Using *Robert's Rules of Order* and becoming more familiar with parliamentary procedure would enable the president to understand and recognize "points of order" when colleagues act contrary to acceptable parliamentary procedure. This will facilitate orderly and efficient board meetings. Additionally, the parliamentarian will provide technical knowledge of parliamentary procedure to the board for rulings if disputes arise.

## IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent should provide each board member with a copy of <i>Robert's Rules of Order</i> .	March 1996
2.	The board president should become familiar with basic parliamentary procedures discussed in <i>Robert's Rules of Order</i> .	March - April 1996
3.	The superintendent, in cooperation with the board president, should appoint a parliamentarian to the board (e.g., director of communications, parent or non-staff person).	April 1996
4.	The board should approve the appointment of the parliamentarian and begin following parliamentary procedure according to <i>Robert's Rules of Order</i> .	May 1996

## FISCAL IMPACT

No cost is associated with implementing this recommendation.

## **FINDING**

Although permitted in the Policies of the Board of Trustees, TISD's board does not have any standing committees that allow board input (from a policy perspective) to the district's administration. Texas Association of School Boards (TASB) does not recommend a specific standing committee structure for Texas school boards. However, it provides general assistance in developing local policy for establishing a committee based on the district's needs.

During the on-site interviews, a majority of board members expressed concern about their lack of input in the planning process as well as their inadequate understanding of major functions related to the overall management of the district such as curriculum and instruction, personnel, finance and budgeting. In addition, administrators indicated that board members routinely called them with questions regarding items they did not understand. Some administrators said they received directives from the board that did not come through the superintendent.

### **Recommendation 4:**

**Amend board policy to create at least four standing committees of the board, addressing the major functions required to manage the district effectively.**

These committees should, at a minimum, include: (1) personnel; (2) planning and budgeting; (3) curriculum and instruction, and (4) finance and facilities. Standing committees should be appointed annually, and each committee should have the following members:

- One or two board members;
- Superintendent or his designee (the superintendent should be an ex-officio member of all committees); and
- At least one or more members of the executive management team primarily responsible for the area covered by the standing committee. For instance, the assistant superintendent for Business Services would be a member of the finance and facilities committee (which also would address internal audit matters).

Each committee should be responsible for reviewing action items and information items to be presented to the board at its regular meetings. Extended discussion and clarification of policy issues would be held in committee meetings and brought to the full board with appropriate options fully developed before these items are presented to the board for ratification.

Implementing the recommended committee structure would reduce the need for special meetings and provide a forum that would encourage interaction between board members and the administration. In addition, members of the administration could be asked detailed questions by board members serving on the committee, thereby increasing trust and cooperation.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent, in conjunction with the board president and executive administration, should define the four standing committees of the board to be created, along with the administrative staff to be assigned each committee.	March - April 1996
2.	The board president and the superintendent should present the suggested standing committees to the full board for feedback.	April 1996
3.	The assistant superintendent for Administrative Services should draft a board policy to establish standing committees of the board based on the board-approved committee structure.	May 1996
4.	The board should approve the revised policy creating standing committees.	June 1996
5.	The board should establish dates and times for each standing committee meeting (preferably on the same day).	June 1996
6.	The board president should appoint a different member of the board as chairman of each standing committee.	June 1996
7.	The board should adopt the standing committee structure in lieu of scheduling special board meetings.	June 1996

### **FISCAL IMPACT**

No cost is associated with creating standing committees of the board.

### **FINDING**

Financial and Educational program reports from the administration to the board are not easily understood or analyzed by board members. Each month, the board receives agenda material that includes financial reports showing budgeted revenues, revenue collected during the month, revenue realized to date, the percent of revenue collected and the uncollected balance. Additionally, expenditure data is reported by function, and the report reflects budgeted amounts, current month expenditures, funds committed to date, the percent of budget committed and the budget balance. The board is not given comparisons between periods or

comparisons between budget and actual revenues and expenditures, with accompanying analysis of variances. Without an analysis of significant variances, the board cannot easily identify developing financial or operational problems. Evidenced by problems experienced by neighboring districts, decisions based on incomplete financial or operational data could impair education programs and district operations.

Additionally, executive management reports on the status of educational programs, grant activity and investment activity are not presented in the agenda material. During interviews, board members said the reports raise more questions than they answer. Members said they would like to see more high-level executive reporting with summary analyses that can be easily interpreted.

#### **Recommendation 5:**

#### **Develop a user-friendly executive reporting format for presenting financial and educational program-related management reports to the board.**

The board and executive management team should agree to an executive reporting format for financial and program-related data. The format should be easy to understand and provide critical management information in a summary form with graphs and analyses to facilitate board review and analysis. The reporting format and content should reflect information the board needs to make informed policy decisions. The following items are examples of information that should be included in the executive management reports:

- Separate revenue and expenditure reports showing columns for prior year actual amounts, adopted budget, revised budget, projected balance at year end and associated variances. Notes should be added to the report that explain significant variances.
- A reconciliation of fund balances, summarizing monthly activity in fund balances, including those items that increase and decrease fund balances, with notes explaining significant increases and decreases.
- Summary of department budgets by function showing columns for prior year actual amounts, adopted budget, revised budget, projected balance at year end and associated variances. In addition, each department's performance measures should be presented as well as the status of that measure for the month. In the summary section of the report, department managers should highlight operational or administrative issues affecting their ability to meet performance goals.

- A summary of monthly and annual grant activity, including number and dollar value of proposals submitted, number and dollar value of proposals awarded and ratio of proposals awarded to proposals submitted.
- A summary of specific educational programs and related performance indices such as students participating, comparative student data (e.g., comparisons of annual graduation rates, dropout rates and TAAS scores by school) comparative funding of specific programs between fiscal years, anticipated funding in subsequent years, actual vs. planned program performance and notes explaining significant variances between planned and actual performance.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	<p>The financial standing committee of the board should hold a workshop consisting of board members and members of the executive management team. This workshop should identify critical management information required by the board.</p> <ul style="list-style-type: none"> <li>• The board should list the types of management reports it would like to see and the format in which it would like to see information presented.</li> <li>• The board and superintendent should agree on the type and format of management reports.</li> </ul>	April 1996
2.	<p>The superintendent should direct appropriate members of the executive staff to create the reports and begin submitting them to the board each month.</p>	June - August 1996

**FISCAL IMPACT**

No cost is associated with this recommendation.

**FINDING**

As a matter of courtesy, board members are provided advance materials for discussion items. No formal board policy exists requiring these advanced materials.

During the special meeting on October 17, 1995, the board was asked to discuss revisions of the district's leave-of-absence policy, when members had not received a copy of the suggested policy revisions in the agenda material that was delivered the previous week (prior to the special

meeting). Although some members expressed concern about not receiving the information in advance, the board instructed the assistant superintendent to read the policy revisions aloud and proceeded to discuss the item. However, the board took no action on the item during the meeting.

**Recommendation 6:**

**Implement a board policy that tables discussion items for which advance materials have not been received.**

As a rule, board members should not discuss items for which detailed documentation has not been provided before the meeting. While this may have been an isolated incident, it is important that board members receive background material to be discussed in advance of board meetings. Implementing a policy that prohibits the discussion of items for which advance materials have not been received will ensure that each board member is sufficiently familiar with the item being discussed.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent should direct the assistant superintendent for Administrative Services to draft a board policy that prohibits the discussion of items for which detailed documentation has not been received by board members in advance of the discussion. The only exceptions should be emergency items that have serious financial or student-related implications.	March 1996
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**FISCAL IMPACT**

No cost is associated with implementing a new policy.

# Chapter 3

## DISTRICT ORGANIZATION AND MANAGEMENT

### **POLICIES AND PROCEDURES**

Effective management of a school district requires sound, clearly written and legally valid policies and procedures that are continuously updated. The State Board of Education has mandated that each Texas school district adopt policies governing school operations and make the policies available to all school employees and the public.

### **CURRENT SITUATION**

TISD uses TASB's policy service as the source for proposed district policies and revisions or updates to existing policies. The assistant superintendent for Administrative Services is responsible for maintaining *The Policies of the Board of Trustees* (policy manual). The assistant superintendent for Administrative Services also reviews policies periodically submitted by TASB, drafts proposed policies or policy revisions with input from executive management (including the superintendent) and presents the policies to the board for adoption.

Proposed policies and policy amendments may be initiated by members of the community, school personnel, the superintendent or board members, but generally are recommended for board consideration by the assistant superintendent for Administrative Services. Proposed policies or amendments are presented to the board at one meeting for a "first reading" and are usually adopted at the next meeting. Immediately after board approval, updates to the policy manual are distributed to campus principals and central office personnel.

Administrative regulations and procedures governing TISD are included in the *Administrative Handbook*, which provides guidelines and procedures for implementation of State Board of Education and governmental regulations and local district policies. TISD defines administrative regulations as those that:

- Reflect standard district operation or implementation procedures;
- Specify a step-by-step process to enforce policy;
- Designate a management process;
- Describe how, when, where and by whom the policy is enforced;
- Give specific applications of policy, and
- Expand or complement policy.

Administrative regulations related to local school governance, business and support services, personnel, instruction, students and community relations are included in the *Administrative Handbook*.

## **FINDING**

TISD has comprehensive policy and administrative handbooks that are continuously updated (through the T.A.S.B. Policy Manual Service) by the assistant superintendent for Administrative Services. The policy manual has been updated through Update 49, which was approved by the board September 21, 1995. Update 50 (local policies reflecting the provisions of S.B. 1) was in progress as of October 1995. When Update 50 is completed, new policy manuals and administrative regulations will be prepared and distributed.

TISD's administrative departments maintain an up-to-date *Administrative Handbook*.

## **COMMENDATION**

**TISD is commended for maintaining up-to-date policy and procedures manuals.**

Up-to-date policy and procedures manuals are essential to the efficient operation of a school district within guidelines established by federal, state and local regulations.

## **FINDING**

Since October 1995, the district has been tied to the policy revision service offered by T.A.S.B. through the Texas Education Network (TENET), which allows the assistant superintendent for Administrative Services to access policy updates and revisions via modem.

## **COMMENDATION**

**TISD is commended for using state-of-the-art technology to electronically access policy updates and revisions from T.A.S.B.**

Electronic access to policy revisions provides information instantly that would otherwise be sent to the district by mail. By downloading files through an electronic modem, TISD can efficiently process policy revisions and update local policies for board action faster.

## **FINDING**

TISD does not have a specific schedule for the adoption of suggested policy revisions by TASB. When suggested revisions are received, copies are made and distributed to the executive staff for review and comments prior to being placed on the board agenda for a first reading. The suggested updates are placed on the board's agenda one month for discussion (i.e., "first reading"), and the next month for approval.

**Recommendation 7:**

**Develop a specific, time-phased schedule for receiving comments from executive management to facilitate timely adoption of suggested policy revisions from TASB.**

Although policy revisions are received from TAS.B. on a regular basis, an internal, time-phased schedule for review and adoption would facilitate the timeliness of the updates to the policy and procedures manuals (e.g., executive staff comments due five working days after receipt of suggested revisions, etc.). This schedule would serve as a tool to monitor the status of executive management's progress so that policy revisions and updates may be adopted by the board and distributed throughout the district within a reasonable time.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent should direct the assistant superintendent for Administrative Services to prepare, in draft form, a time-phased schedule for receiving executive management's comments.	March 1996
2.	The assistant superintendent for Administrative Services should prepare the schedule (with input from the executive management team) and submit it to the superintendent for approval.	April 1996
3.	The assistant superintendent for Administrative Services should begin using the schedule.	April 1996

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.

# Chapter 3

## DISTRICT ORGANIZATION AND MANAGEMENT

### DISTRICT MANAGEMENT

As specified in TISD board policy, the superintendent is "the chief executive employee of the district and is responsible for the effective execution of policies adopted by the board." The superintendent also manages the administration of all district operations and assigns personnel responsibilities. Specific duties of the superintendent referenced in the board policy manual include:

- Working with the staff, board and community in curriculum planning and recommending all curriculum guides.
- Encouraging campuses and programs to be self-directed and focused on the district's mission.
- Implementing the comprehensive planning process as required by S.B. 1.
- Conducting periodic evaluations of all programs and operations to determine the improvements needed.
- Promoting goal-oriented performance and support for those involved in achieving campus performance objectives.
- Recommending the number, types and organization of positions needed to carry out district functions effectively.
- Directing and supervising the staff evaluation program.
- Developing administrative procedures and regulations for the management of school operations.
- Developing and implementing effective communication between the schools and community; and promoting community support and involvement with the schools.
- Performing related duties assigned by the board.

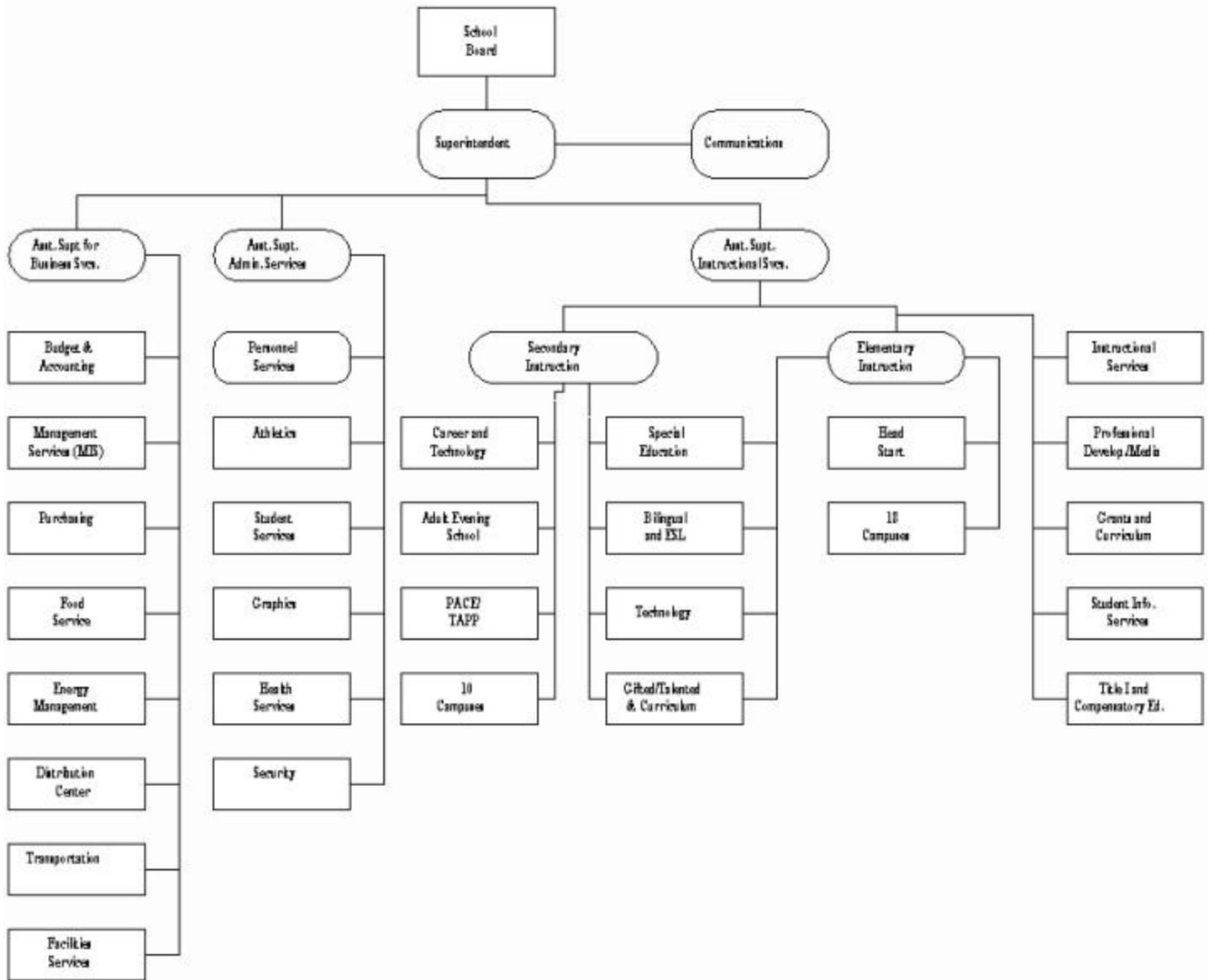
### CURRENT SITUATION

Dr. Thomas Hagler has served as TISD superintendent since December 1991. Dr. Hagler initially signed a three-year contract that was set to expire in January 1995. The contract was amended by the board in July 1994 to extend to June 1998.

In 1992, Dr. Hagler reorganized the district by eliminating and realigning several administrative positions. An organizational chart approved by the board in October 1995 is presented in **Exhibit 3-5**.

#### **Exhibit 3-5** **TISD Organizational Chart**

**Effective September 1995**



*Note: Boxes with rounded corners denote members of TISD's executive management team.*

The executive management team consists of the superintendent, three assistant superintendents, the executive directors of Elementary Instruction, Secondary Instruction, and Personnel Services, and the director of Communications. At a minimum, the executive management team meets weekly for two to four hours. Additional meetings are held if the superintendent deems it necessary to address specific issues or concerns.

**FINDING**

TISD's current organizational structure properly aligns similar functions and has the appropriate number of assistant superintendents for a district of its size.

## COMMENDATION

**TISD is commended for aligning primary functions within its organizational structure to deliver educational, operational and administrative services.**

## FINDING

The appraisal form for central office administrators with instructional responsibilities is identical to the appraisal form for those administrators without instructional responsibilities. During interviews and school visits, it was noted that the directors of Elementary and Secondary Education as well as the assistant superintendent for Instructional Services did not often spend time in the schools. Rather, meetings are typically held in the central administration building.

The district appraisal form does not include criteria to evaluate the amount of time the assistant superintendent for Instructional Services and the directors of Elementary and Secondary Instruction spend actually visiting the schools. None of the 19 evaluation criteria specifically address the amount of time administrators with instructional responsibilities spend visiting schools. When asked during the interviews to estimate the amount of time they spent visiting schools throughout the district, each administrator estimated less than 20 percent. This estimate was corroborated during school visits, when principals said they would like to have the directors of Elementary and Secondary Instruction visit their campuses more frequently during the school year. In a site-based decision-making (SBDM) model, the central office should support individual campuses. Crucial to this support is the familiarity that elementary and secondary directors have with issues and concerns expressed by administrators on the campuses. This familiarity can be realized only through continuous interaction with campus administrators on their campuses.

### **Recommendation 8:**

**Revise the *Administrator/Support Staff Appraisal Form* to include a section evaluating the percentage of time central administrators with instructional responsibilities spend in the schools.**

Because interaction with principals is a critical element in the support roles of the elementary and secondary directors (as well as the assistant superintendent for Instructional Services), one of the criteria used to evaluate their performance should be the amount of time spent on the campuses within their scope of responsibility. Each administrator should be required to spend a minimum of 50 percent of their time in the schools. This percentage should be included in each administrator's job description and annual statement of goals and objectives. Each year, administrators should be held accountable for the actual percentage of time spent in the schools.

The form should also provide for feedback from campus administrators about the level of support received from central office administrators. Including feedback from campus administrators in central administrators appraisal forms would enable the superintendent to better assess the level of support provided to campuses by administrators with school responsibilities.

## IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent should revise the <i>Administrator/Support Staff Appraisal Form</i> to incorporate a special section that evaluates central office administrators with school responsibilities based on the amount of time spent on campus.	May 1996
2.	The superintendent should present the revised appraisal instrument to the board for approval.	June 1996
3.	The superintendent should use the revised form to evaluate central office administrators with school responsibilities.	August 1996 and each year thereafter

## FISCAL IMPACT

No fiscal impact is associated with this recommendation.

## FINDING

Members of the review team received comments from teachers participating in focus group sessions during the stakeholder input phase of the review about a lack of trust between central administration and teachers. Some teachers participating in the focus groups said that although they generally thought the administration did a good job, they were suspicious of some administration's management decisions.

While administering the teacher surveys, the review team experienced an incident that supported the teacher comments about a lack of trust. The district requested and received (from the Texas School Performance Review division of the Texas State Comptroller's Office) a copy of the winning proposal to conduct a management and performance review of TISD. Included in that proposal was a sample survey instrument designed to seek the individual opinions of teachers on the management and operation of TISD.

Central administration photocopied the sample survey and forwarded it to campus administrators with a memorandum indicating that the superintendent "asked that each campus review this information, answer the questions and use this material to prepare for the state audit." On several occasions during the stakeholder input phase of the review, members of the review team were informed that teachers were encouraged by principals to collaborate on responses to the survey and to provide favorable responses (sample responses were provided by some principals).

Responses to the initial teacher survey are included in Appendix D. These responses were similar to the sample survey responses shared with teachers *before* the review team administered their teacher survey. Because the review team wanted to ensure open and unbiased answers to the teacher survey, a telephone survey was conducted as a follow up to the written survey (also in Appendix D).

Teacher surveys are administered to solicit individual responses to obtain an accurate picture of individual perceptions of district management and operations. Even though it cannot be determined who provided sample responses to the teacher survey, teachers attending stakeholder input focus groups perceived that the central administration attempted to influence the survey results. This perception suggests an element of trust is lacking between central administration and teachers.

**Recommendation 9:**

**Conduct a series of workshops to build trust between central administration and teachers.**

Trust between the administration and teachers throughout a school district is essential to successful management. An absence of trust affects morale and productivity. Central administration should conduct workshops to address the concerns of teachers, provide more interaction between teachers and central administration and begin to build trust between administrators and teachers.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent should schedule periodic workshops for teachers and members of the executive management team. These workshops should include the entire executive management team.	March 1996
2.	The superintendent should hold at least two workshops before the end of the 1995-96 school year and semi-monthly workshops thereafter.	April - May 1996 Semi-monthly beginning in the 1996-97 school year
3.	Members of the executive management team should encourage teachers to express their concerns at each workshop and should share administrative plans that will affect teachers.	April - May 1996 Monthly beginning in the 1996-97 school year

**FISCAL IMPACT**

No fiscal impact is associated with this recommendation.

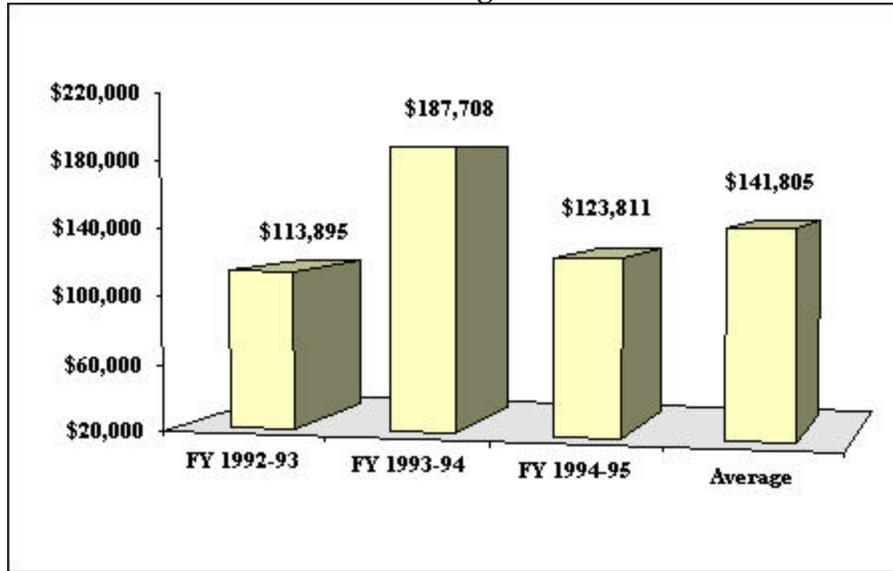
**FINDING**

TISD's outside legal fees have averaged \$141,805 annually over the past three fiscal years. Services rendered have included grievance hearings, contract reviews, court-ordered desegregation reviews, single-member district changes, TEA matters, bond issues, employee lawsuits, salary disputes and routine legal matters.

**Exhibit 3-6** presents legal fees paid by the district over the past three fiscal years along with the average for the three-year period.

**Exhibit 3-6  
Summary of Outside Legal Fees Paid by TISD**

**Fiscal Year 1992-93 through Fiscal Year 1994-95**



Source: TISD Legal Invoices.

Legal fees increased approximately 65 percent between fiscal 1992-93 and fiscal 1993-94 because of legal research and consultation related to moving to single-member districts from an at-large method of electing school board members.

**Recommendation 10:**

**Hire an in-house general counsel to handle routine legal matters.**

An in-house general counsel could handle routine legal tasks such as reviewing insurance contracts, conducting grievance hearings, ruling on open records requests and researching legal issues raised by the board and administration. Based on legal invoices reviewed, these activities represent approximately 65 percent of legal fees paid by the district. Non-routine legal matters (e.g., discrimination suits brought by employees, bond issues, environmental issues, etc.) could continue to be handled by outside legal counsel. However, the in-house legal counsel would determine (in accordance with board policy) legal issues that would require outside assistance and obtain appropriate board approval.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The board should develop a policy on the use of outside legal counsel.	April 1996
2.	The personnel committee of the board should develop criteria, complete with qualifications, for hiring an in-house general counsel.	May 1996
3.	The board should advertise for an in-house general counsel in the appropriate media.	June 1996
4.	The board should interview and hire an in-house general counsel.	August 1996

**FISCAL IMPACT**

Current legal fees average \$141,805 annually. In the Tyler area, an in-house general counsel could be hired for approximately \$50,000 per year. A full-time legal secretary must be hired as well. Additional costs would include the initial start-up costs for legal reference books and supplies. A summary of the cost of an in-house general counsel follows:

- Annual salary of \$50,000, plus fringe benefits at the average central administration rate of 16.86 percent ( $\$50,000 \times 1.1686 = \$58,430$ ).
- Full-time secretarial help for fiscal year 1996-97 through fiscal year 2000-2001 based on an annual salary of \$24,000, plus the professional support staff average fringe benefits rate of 18.23 percent ( $\$24,000 \times 1.1823 = \$28,375$ ).

The net effect is a savings of \$55,000 annually (\$141,805 less \$86,805). Start-up costs in fiscal year 1996-97 for legal reference books and supplies will cost approximately \$3,000.

<b>Recommendation</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>
Contract for in-house legal counsel	\$52,000	\$55,000	\$55,000	\$55,000	\$55,000

**FINDING**

TISD has been using the services of the same law firm for the past 10 years. Invoices from the firm reflect neither hours worked nor hourly rates charged by lawyers performing the work.

**Recommendation 11:**

**Implement a local policy that precludes payment of invoices for legal fees in which the hours and rates charged for services rendered are not shown on the invoice.**

TISD should not pay legal invoices on which hours and rates charged for services are not itemized

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent should direct the assistant superintendent for Business Services to draft a policy that precludes payment of legal invoices when hours and rates charged for services are not reflected on the invoice.	April 1996
2.	The board should approve the policy on payment of legal invoices.	May 1996
3.	The board should develop and implement a local policy on the use of outside counsel (when necessary) that requires rotation of outside legal counsel every three to five years, and the board should use a Request For Proposal to select legal counsel.	October 1996

**FISCAL IMPACT**

No fiscal impact is associated with this recommendation.

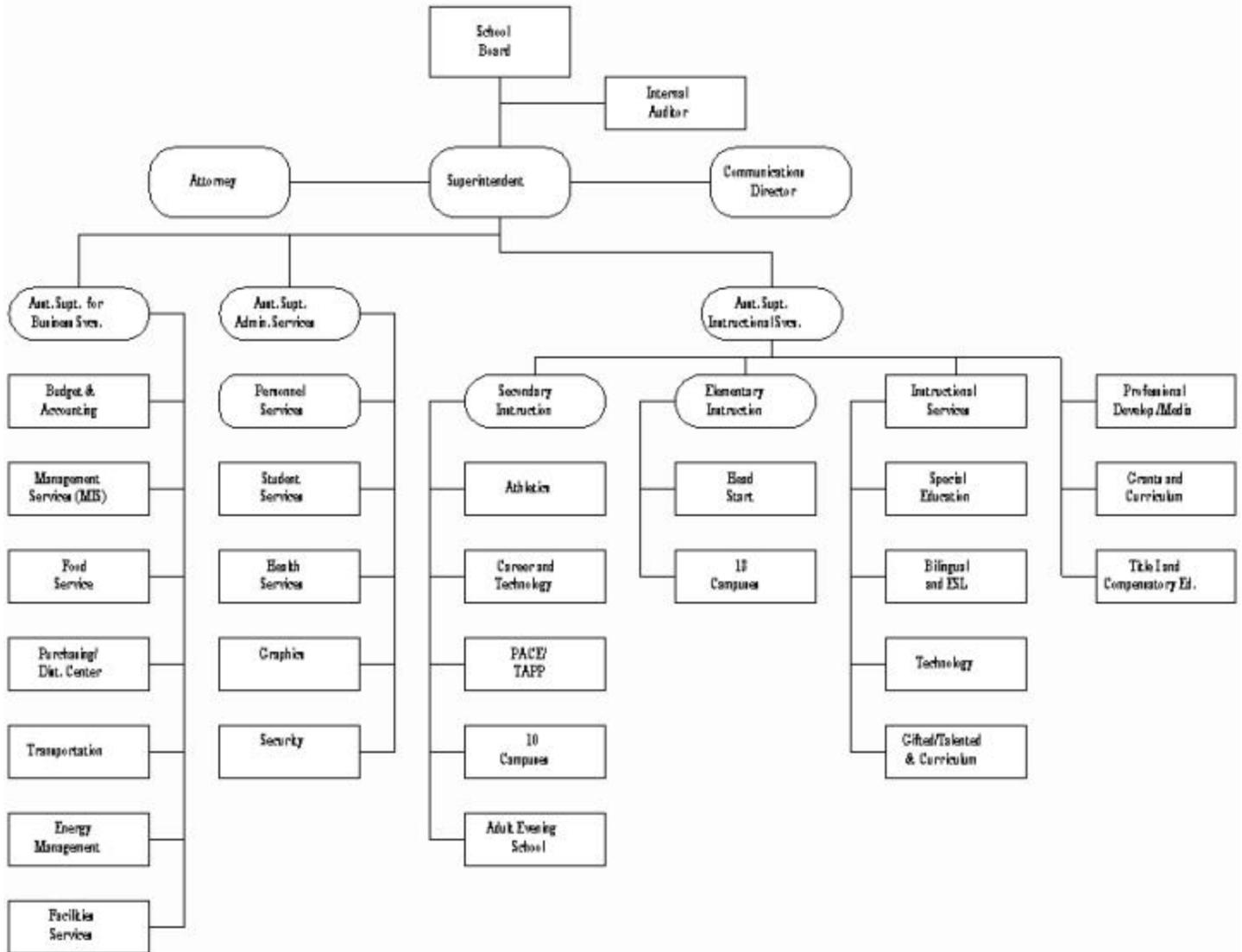
## **SUMMARY OF ORGANIZATIONAL CHANGES**

The proposed organizational chart for TISD presented in **Exhibit 3-7** reflects changes recommended in various chapters of this report.

The only change to the existing organizational structure resulting from recommendations included in this section of the report is the addition of an in-house legal counsel. Other changes are discussed in appropriate chapters of the report and include:

- Reorganizing the instructional services function (Chapter 4);
- Realigning the athletic director's reporting responsibility directly so that it reports to the director of Secondary Education rather than to the assistant superintendent for Administrative Services (Chapter 4);
- Adding an internal auditor (Chapter 8), and
- Consolidating the Distribution Center with Purchasing (Chapter 10).

**Exhibit 3-7  
Proposed TISD Organizational Chart**



# Chapter 3

## DISTRICT ORGANIZATION AND MANAGEMENT

### **PLANNING**

Planning is among the most important activities of a school district's board and administration. Planning is the act of establishing a mission and identifying goals, objectives and alternative courses of action toward the mission. In its purest sense, planning anticipates the effect of decisions, indicates possible financial consequences of alternatives, focuses on educational programs and methods of support and links student achievement with cost.

### **CURRENT SITUATION**

TISD has a fragmented planning process in which separate long-term plans either have been completed or at various stages of completion. The superintendent and designated members of TISD's executive management team are responsible for developing specific plans. For example, the superintendent assumes responsibility for overseeing the development of the site-based and technology plans, while the assistant superintendent for Instruction is responsible for overseeing the development of the instructional focus plan.

The instructional focus plan was prepared by a committee of community and business leaders, parents and district staff appointed by the board in April 1995 based on recommendations received from the administration. The first in a series of public meetings to solicit community input was held during the first week of November 1995, and the board approved the plan in December 1995.

### **FINDING**

The board does not participate in the planning process to the extent that its goals and aspirations for the district are reflected in either the long-term plans or budget process. During interviews, some board members said the board was included in the planning process for developing the instructional focus plan only after they requested creation of a committee consisting of community and business leaders representing their interests. District officials, however, said (during interviews) the planning process for the instructional focus plan included an administrative recommendation (to the board) for including seven members from the community to provide input for the plan. Upon reviewing the membership of the committee, the board added seven additional members representing

their interests. Based on interviews with board members and district officials, it is apparent that some board members perceive that because the board was not initially consulted when determining membership of the instructional focus planning committee, the board was excluded from the planning process.

However, when district administration was asked if the board's goals and aspirations were reflected in strategic goals and objectives for the district, the review team was provided with specific goals for the superintendent for the 1995-96 school year that were developed by the board in a special meeting on July 14, 1995. The superintendent's goals were to:

- Improve employment procedures for grooming future principals so that only the highest quality staff are employed.
- Improve and strengthen evaluation procedures for grooming future principals, and provide training opportunities for principals and central office staff to reduce weaknesses and enhance strengths.
- Enhance and emphasize grooming future principals' role as instructional and campus leaders, and to enhance, emphasize and clarify support and resource functions of central office staff.
- Create an evaluation process for the superintendent that will involve quarterly meetings to assess progress.

Although these goals were specifically developed for the superintendent for the 1995-96 school year, they do not represent the districts' strategic, long-term goals and objectives.

**Recommendation 12:**

**Schedule a retreat for the board and superintendent to develop mutually agreed upon long-term goals and objectives for the district.**

An "envisioning" retreat would enable the board and superintendent to interact and achieve consensus regarding the long-term goals and objectives of the district. Once these goals and objectives are agreed upon, a public hearing should be held to obtain input from the district's stakeholders. The goals and objectives should then be refined and incorporated into the strategic plan through the strategic planning oversight committee.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent should schedule an "envisioning" retreat in conjunction with the team-building retreats. The facilitators also would lead the envisioning sessions as a component of the team-building sessions.	May 1996
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2.	The board and superintendent should attend the envisioning retreat as scheduled.	June - July 1996
3.	The superintendent should present the goals and objectives that were agreed upon at the retreat to the strategic planning oversight committee.	July 1996

## **FISCAL IMPACT**

The fiscal impact associated with this recommendation has been addressed in the Board and Governance section of this chapter (section A). In section A, a recommendation was made to conduct team building and sensitivity workshops that would typically include an "envisioning" session. The cost of the workshop is included with the recommendation in section A of this Chapter.

## **FINDING**

TISD does not have a comprehensive strategic plan that reflects the shared vision of the board, superintendent and community. The district has long-term plans in four separate areas-two of which are complete, and two of which are in progress. These plans are not linked to achieve common goals. Long-term plans include: (1) technology plan (complete); (2) facilities master plan (complete); (3) site-based plan (in progress) and (4) instructional focus plan (in progress). The technology and facilities master plans were completed with input from the previous school board that was seated before single-member districts.

### **Recommendation 13:**

**Develop a comprehensive strategic plan that incorporates the shared vision of the board, the superintendent, the Campus Performance Objectives Committees (CPOC) and the community.**

TISD should develop a comprehensive strategic plan that combines the four existing long-range plans into an overall plan for the district. The combined plan should reflect the goals and objectives of the district (by major program and department), along with implementation strategies, timelines and assignments of responsibilities. At a minimum, the plan should include the essential elements contained in the instructional focus, site-based, technology and facilities plans and should be aligned with the mission and overall goals and objectives of the district. The plan should be updated each year and used to establish budget priorities.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The board should direct the superintendent to develop a strategic plan for the district that combines and links existing long-range plans.	April 1996
2.	The superintendent should form a strategic planning oversight committee consisting of administrators, board members, principals, parents, members of campus performance objectives committees, community leaders and business leaders.	April - May 1996
3.	The superintendent should designate the assistant superintendent for Instruction as chairman of the committee.	May 1996
4.	The assistant superintendent for Instruction should create four work teams (one responsible for each of the existing long-range plans) to develop action plans for integrating the separate plans into an overall strategic plan for the district based on goals and objectives provided by the superintendent and the board (these goals and objectives should be developed at the board planning and team building workshop).	June 1996
5.	The work teams should develop and present their action plans to the strategic planning committee.	August 1996
6.	The committee should prepare the initial draft of the strategic plan.	August - October 1996
7.	The committee should present the initial draft to the board for review and comments.	November 1996
8.	The work teams should incorporate the board's comments and present to the community for public input.	December 1996 - January 1997
9.	The committee should include substantive comments received from the community into the draft and finalize the strategic plan.	February 1997
10.	The board should approve the strategic plan.	March 1997

### **FISCAL IMPACT**

No fiscal impact is associated with this recommendation.

# Chapter 3

## DISTRICT ORGANIZATION AND MANAGEMENT

### **SCHOOL MANAGEMENT AND SITE-BASED DECISION-MAKING**

Schools are organized to meet the needs of communities. Each school within a school district has a principal, teachers and support personnel, including counselors, teacher aides and custodians. Recently, the emphasis on site-based decision-making has influenced the way schools are managed. Section 11.253(a) of S.B. 1 mandates that "each school district maintain current policies and procedures to ensure that effective planning and site-based decision-making occur at each campus to direct and support the improvement of student performance."

Under S.B. 1, each school district must establish campus-level planning and decision-making committees that consist of representative professional staff from the school, parents, business representatives and community members. These committees advise and work with school administrators on campus planning, goal-setting, budgeting and decision-making.

Section 11.253(c) of S.B. 1 also requires that "each school principal, with the assistance of the campus-level committee, develop, review and revise the campus improvement plan for the purpose of improving student performance for all student populations." The campus plan must outline the role of the school committees in goal setting, curriculum, budgeting, staff patterns and school organization.

Under S.B. 1, school districts must also establish a district-level planning and decision-making committee configured like campus-level committees. The notable exception is that at least two-thirds of the elected professional staff representatives from the district must be classroom teachers. Section 11.252(a) of S.B. 1 requires that "each school district have a district improvement plan that is developed, evaluated and revised annually in accordance with district policy, by the superintendent with the assistance of the district-level committee. The purpose of the district improvement plan is to guide district and campus staff in the improvement of student performance for all student groups in order to attain state standards in respect to academic excellence indicators (i.e., dropout rates, percentage of graduating students who meet course requirements established for a recommended high school program, results of Scholastic Aptitude Test, etc.)."

Beginning September 30, 1995, and every two years thereafter, the law required each school district to evaluate the effectiveness of its decision-making and planning policies, procedures and staff development activities related to district and campus-level decision-making and planning. The evaluation is to ensure that district policies, procedures and staff-development activities are effectively structured to affect student performance positively.

The implementation of site-based decision-making (SBDM) by school districts has provided a mechanism for teachers, parents and community members to help central and campus administrators make decisions to improve student performance.

## **CURRENT SITUATION**

TISD is organized into 27 school centers, including:

- 16 elementary schools
- 6 middle schools
- 2 high schools
- 2 alternative schools
- 1 special education school

Each school is staffed with a principal and one or more assistant principals, instructional consultants, counselors, librarians, teachers, custodians, food service personnel and other specialized personnel.

TISD has established SBDM at each campus. These committees, called Campus Performance Objective Committees (CPOCs), have a minimum of 13 members:

- 1 principal
- 6 teachers
- 2 staff members
- 2 parents
- 2 community residents

## **FINDING**

TISD's assistant superintendent for Instruction developed a District Decision-Making and Planning Evaluation Instrument to evaluate the effectiveness of the district's decision-making and planning policies, procedures and staff development activities related to district-and campus-level decision-making and planning. The instrument was distributed on September 19, 1995 to elementary and secondary campuses, with

instructions to complete the instrument and return to the assistant superintendent for instruction's office no later than September 29, 1995.

The evaluation instrument included questions related to the effectiveness of the district's implementation of SBDM and related staff development. Once the instruments were returned, responses were tabulated and summarized for analysis. The results were reviewed by the Districtwide Educational Improvement Council (DEIC) at their October 31, 1995 meeting.

## **COMMENDATION**

**TISD is commended for complying with the provisions of S.B. 1 related to evaluating the effectiveness of its SBDM policies by September 29, 1995.**

## **FINDING**

During interviews, the review team determined that TISD is developing an updated, districtwide plan for SBDM. The superintendent has assumed responsibility for working with the DEIC to complete the plan. In August 1995, the superintendent established a districtwide task force made up of stakeholders in the SBDM process (40 members). The purpose of this task force was to review and evaluate the current SBDM process to identify opportunities to strengthen decentralization districtwide. The districtwide plan for SBDM would then be updated based on the findings of the task force. Based on the original timetable established in August 1995, the districtwide SBDM plan is expected to be updated and submitted to the board for approval in June 1996.

Although the districtwide SBDM plan is not complete, the DEIC has developed and published a *1995-96 Plan of Action for District Improvement* (PADI). The PADI summarizes Texas Assessment of Academic Skills (TAAS) results for the 1994-95 school year and compares actual results to established goals by subject (i.e., math, reading and writing) for grades three through eight. The plan also presents subject matter objectives for improving 1995-96 TAAS percentage passing rates by ethnicity and economic status, including specific strategies, implementation initiatives, resource requirements, positions held accountable for implementation, benchmark dates and measurable outcomes related to accomplishing the stated objectives.

## **COMMENDATION**

**TISD is commended for establishing a task force consisting of stakeholders in the SBDM process to update the districtwide SBDM plan to strengthen the district's decentralization process.**

The districtwide site-based plan is an essential component of the overall strategic plan for the district. TISD is commended for obtaining input from stakeholders throughout the district to improve and strengthen its SBDM process.

**FINDING**

TISD schools are organized with the following minimum staffing pattern:

- Elementary schools have a principal, an instructional consultant and a counselor.
- Middle schools have a principal, an assistant principal, an instructional consultant and counselors.
- High schools have a principal, more than one assistant principal, an instructional consultant and more than one counselor.

The principals are the chief executive/administrators of each campus, with the assistant principals responsible for discipline and operational functions, and the instructional consultants responsible for the "instructional leadership" on the campuses. S.B. 1 designates the principal as the instructional leader of each campus.

TISD has a graduated staffing plan for secondary schools that uses a pool of administrative positions from which middle schools and high schools are staffed based on student enrollment. Depending on student enrollment at a given middle or high school, administrative positions that can be used for assistant principals, instructional consultants and guidance counselors range from three to 12. The administrative positions can be used for either additional assistant principals, instructional consultants or guidance counselors; however, each secondary school must have a minimum of one assistant principal, one instructional consultant and one counselor.

**Exhibit 3-8** summarizes TISD's secondary staffing plan.

**Exhibit 3-8  
Summary of TISD's Secondary Staffing Plan**

<b>Type of School and Enrollment</b>	<b>Number of Administrative and Professional Positions</b>
<i>Middle School</i>	
Enrollment to 700 students	3 positions

Enrollment 701 - 900 students	4 positions
Enrollment 901 - 1,200 students	5 positions
Enrollment over 1,200 students	6 positions
<b><i>High School</i></b>	
Enrollment to 1,600 students	9 positions
Enrollment 1,601 - 2,100 students	10 positions
Enrollment 2,101 - 2,600 students	11 positions
Enrollment over 2,600 students	12 positions

*Source: TISD Secondary Staffing Plan.*

TISD's instructional consultants handle instructional leadership duties that is the responsibility of the principal as enumerated in S.B. 1.

Consequently, the instructional consultants appear to function in a quasi-assistant principal role in the secondary schools, thereby adding additional administrators to secondary schools. In a telephone survey of TISD teachers, 60 percent of the respondents (see Appendix A) either agreed or strongly agreed that instructional consultants were effective in their roles and 83 percent graded the principal's role as instructional leader as either "A" or "B." The results show that responsibility for campus administration and leadership in TISD is shared by principals, assistant principals and instructional consultants.

The current secondary staffing plan provides more administrative positions than recommended by the Southern Association of Colleges and Schools (SACS), which is one assistant principal for every 600 students. This minimum standard is used by many school systems throughout the country, and has been used to determine administrative staffing levels for assistant principals in previous management and performance reviews of Texas school districts conducted by the Comptroller. **Exhibit 3-9** summarizes the ratio of students to assistant principals and instructional consultants in TISD's secondary schools.

**Exhibit 3-9**  
**TISD Secondary Schools**  
**Ratio of Students to Assistant Principals**  
**and Instructional Consultants**

<b>Type of School</b>	<b>Student Enrollment</b>	<b>Number of Assistant Principals</b>	<b>Number of Instructional Consultants</b>	<b>Total of APs and ICs</b>	<b>Ratio of Students to APs</b>	<b>Ratio of Students to APs &amp; ICs</b>
<i>Middle School</i> Boulter	608	1	1	2	608	304
Dogan Middle	460	1	1	2	640	230
Hogg Middle	425	1	1	2	425	213
Hubbard Middle	1,108	2	1	3	554	369
Moore Middle	599	1	1	2	599	300
Stewart Middle	566	1	1	2	566	283
<b><i>Total Middle School</i></b>	<b>3,766</b>	<b>7</b>	<b>6</b>	<b>13</b>	<b>538</b>	<b>290</b>
<b><i>High Schools</i></b> Robert E. Lee High	2,344	5	1	6	469	391
John Tyler High	1,804	4	1	5	451	361
<b><i>Total High School</i></b>	<b>4,148</b>	<b>9</b>	<b>2</b>	<b>11</b>	<b>461</b>	<b>377</b>

*Source: Calculated from enrollment and staffing data provided by TISD.*

As depicted in **Exhibit 3-9**, TISD exceeds the benchmark standard of 600 students for every assistant principal in all secondary schools when assistant principal and instructional consultant positions are combined. It is important to note that both assistant principals and instructional

consultants have responsibility for campus administration-but each position has a different area of responsibility

**Recommendation 14:**

**Develop and implement a policy to revise the secondary staffing plan to ensure one full-time equivalent assistant principal, including instructional consultants, for every 600 students.**

Implementing this recommendation will reduce the number of campus administrative positions at middle schools and high schools, such as assistant principals and instructional consultants, by a total of nine full-time equivalent positions. Since both positions perform functions typically required of assistant principals, the district could choose to eliminate either assistant principal or instructional consultant positions.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The assistant superintendent for Instructional Services should draft a policy to revise the secondary staffing plan to ensure one full-time equivalent assistant principal for every 600 students at the secondary level	April 1996
2.	The assistant superintendent for Instructional Services should submit the policy to the board for approval.	May 1996
3.	The director of Secondary Instruction and secondary principals should meet with both the assistant superintendent for Instructional Services and the superintendent to plan for implementation of this recommendation. <i>Implementation should be accomplished through attrition and placement in other positions as they become available.</i>	May 1996

**FISCAL IMPACT**

The minimum fiscal impact of this recommendation-based on eliminating nine positions-was calculated based on the following:

- Eight instructional consultant positions at an average salary for professional support staff of \$35,005 per year, plus 18.23 percent of salary for fringe benefits ( $\$35,005 \times 8 \times 1.1823 = \$331,091$  per year).
- One assistant principal position at an average salary for campus administrators of \$49,617 per year, plus 17.58 percent of salary for fringe benefits ( $\$49,617 \times 1.1758 = \$58,339$  per year)

**Note:** Should the district decide to eliminate nine assistant principal positions, annual savings would increase to \$525,051 (\$58,339 x 9 positions).

<b>Recommendation</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>
Allocate campus administrators based on student enrollment	\$389,430	\$389,430	\$389,430	\$389,430	\$389,430

## **FINDING**

Based on interviews with board members, the superintendent and central office administrators, the review team found TISD committed to SBDM. The superintendent formed a committee to evaluate the effectiveness of SBDM in TISD and to look for ways to improve the district's SBDM process. However, board members, central administrators, campus principals and teachers did not agree on the mechanics of SBDM. For example, the board feels that schools (through the CPOCs) should control the selection of principals from a pool of qualified candidates provided by central administration, but central administrators feel they should have considerable input in the selection of principals-beyond the identification of qualified candidates.

Uncertainty surrounding the mechanics of SBDM is further supported by the findings of an on-site accreditation visit to TISD performed by TEA during the week of October 23-27, 1995. TEA visited the campuses of two middle schools and one high school rated low-performing due to performance on TAAS, and one high school rated low-performing due to dropout rate. In its draft report, entitled *District Accreditation Report for Selected Campuses* and issued December 5, 1995, TEA reported that "while the district is committed to the full implementation of shared decision-making, effective decentralization is limited by a general lack of training and understanding on the part of the staff and some campus administrators." The report also stated: "Interviews and observations at the campus level indicated a great and immediate need for further training for both campus administrators and all staff members since confusion persists regarding the purpose of site-based decision-making, its relationship to student achievement, and parameters, roles and responsibilities."

Moreover, community members provided the review team a copy of an appeal to the State Commissioner of Education (the Commissioner) by a TISD student. In the appeal, TEA noted that the superintendent reversed a site-based decision made by a campus principal before receiving a written complaint regarding the matter in dispute. The Commissioner wrote: "...it

is important to note that the unilateral action taken by the superintendent was itself a violation of TISD's policy requiring a filed written complaint prior to district intervention in a campus matter."

**Recommendation 15:**

**Provide additional training in SBDM to the board, central administration and principals emphasizing the appropriate scope of authority for campus leaders and central administrators.**

The board, central administration and principals should attend training in SBDM. They should become familiar with the rules outlined in S.B. 1 and TEA's interpretation of those rules. They also should gain a better understanding of their respective roles in the SBDM process, with the ultimate objective of improving student performance and accountability.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent should contact the regional education service center to request site-based training and technical assistance.	April 1996
2.	The superintendent, board, central administration and principals should attend scheduled SBDM training.	September 1996 through August 1997

**FISCAL IMPACT**

Region VII provides SBDM training for school districts within the region. SBDM training is delivered in two three-day sessions during the school year. The director of Curriculum and Training for the Region VII Service Center indicated that SBDM training would be provided for TISD at a daily cost of \$30 per person. The fiscal impact is calculated as follows:

- 27 campus administrators at \$30 per person, for six days (27 x \$30 x 6 = \$4,860)
- 20 central administrators at \$30 per person, for six days (20 x \$30 x 6 = \$3,600)
- Total annual cost is \$8,460 (\$4,860 + \$3,600). This amount does not include cost estimates for training board members because a minimum of \$10,000 is budgeted annually for board training.

<b>Recommendation</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>
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Provide SBDM training for board members, central administration and campus administrators.	(\$8,460)	(\$8,460)	(\$8,460)	(\$8,460)	(\$8,460)
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# Chapter 4

## EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASURES

This section of the management and performance review includes five key areas that address Tyler Independent School District's (TISD's) educational service delivery and student performance.

The five key areas include the following:

- A. Instructional Delivery System
- B. Student Performance
- C. Special Programs
- D. Student Services
- E. Co-curricular Staffing

### INSTRUCTIONAL DELIVERY SYSTEM

A cost-effective instructional delivery system is one that provides effective learning for students without unnecessary expenditures for instructional personnel, managers, materials or supplies. For effective management of instructional programs, it is vital that budgets and planning goals be carefully developed and regularly monitored by staff directly responsible for program implementation. Managers must be accountable for ensuring that resources produce improvements in student performance. Professional development for staff linked to the district's overall goals and objectives for students is a critical component of an effective instructional delivery system.

### CURRENT SITUATION

Educational services in TISD are delivered to more than 16,500 students in 27 schools. As seen in **Exhibit 4-1**, educational services are provided in: 16 elementary schools; 6 middle schools; 2 high schools; 2 alternative schools (Roberts and PACE), and 1 special education school. TISD also operates Camp Tyler as an instructional resource facility.

**Exhibit 4-1**  
**TISD Student Enrollment as of October 1995**  
**(by School and Grade)**

SCHOOL	GRADE								
Elementary	*EE	Pre-K	K	1	2	3	4	5	Total
Austin	3	38	82	87	81	88	87	54	520
Bell	3	0	43	60	60	66	52	66	350
Birdwell	2	0	45	61	66	66	62	66	368

Bonner	0	70	121	108	96	86	89	84	654
Clarkston	9	16	68	50	63	67	67	75	415
Dixie	0	0	83	78	97	82	100	81	521
Douglas	0	44	91	103	109	123	97	103	670
Gary	0	0	56	52	45	41	55	59	308
Griffin	0	76	82	97	71	65	67	62	520
Jones	6	57	45	42	32	39	41	40	302
Orr	0	20	57	74	70	82	69	80	452
Owens	0	0	114	141	154	137	169	144	859
Peete	0	40	56	69	49	49	44	43	350
Ramey	0	60	58	92	93	104	96	85	588
Rice	2	0	102	123	147	108	171	159	812
St. Louis (1)	5	0	0	6	4	2	1	10	28
Wood	7	0	96	131	141	135	116	129	755
Special Populations (2)	15	0	0	0	0	0	0	0	15
<b>Total</b>	<b>52</b>	<b>421</b>	<b>1,199</b>	<b>1,374</b>	<b>1,378</b>	<b>1,340</b>	<b>1,383</b>	<b>1,340</b>	<b>8,487</b>
<b>Middle School</b>						<b>6</b>	<b>7</b>	<b>8</b>	<b>Total</b>
Boulter						208	211	206	625
Dogan						137	169	154	460
Hogg						156	136	140	432
Hubbard						376	370	361	1,107
Moore						202	205	192	599
Roberts (3)						2	8	10	20
St. Louis (1)						7	9	9	25
Stewart						201	195	171	567
Homebound (4)						2	1	0	3
<b>Total</b>						<b>1,291</b>	<b>1,304</b>	<b>1,243</b>	<b>3,838</b>
<b>High School</b>					<b>9</b>	<b>10</b>	<b>11</b>	<b>12</b>	<b>Total</b>

Robert E. Lee					727	602	536	492	2,357
Roberts (3)					19	7	7	0	33
TAPP & PACE					14	29	35	32	110
St. Louis (1)					3	10	4	7	24
John Tyler					677	483	386	274	1,820
Homebound (4)					0	0	1	1	2
<b>Total</b>					<b>1,440</b>	<b>1,131</b>	<b>969</b>	<b>806</b>	<b>4,346</b>
<b>TISD Total</b>									<b>16,671</b>

Source: TISD - Office of Student Services

\*Early Education: Children with handicapping conditions in the infant to 3 yr-old group

(1) Serves special education children in all grade levels; (2) Children of teen-parents; (3) Bootcamp for middle and high school students; (4) Services provided to homebound children

Total instructional expenditures for TISD are slightly less than the state's average but higher than four of five selected comparison school districts. TISD spends approximately 10 percent less than the state average for student instruction, as shown in **Exhibit 4-2**.

#### Exhibit 4-2

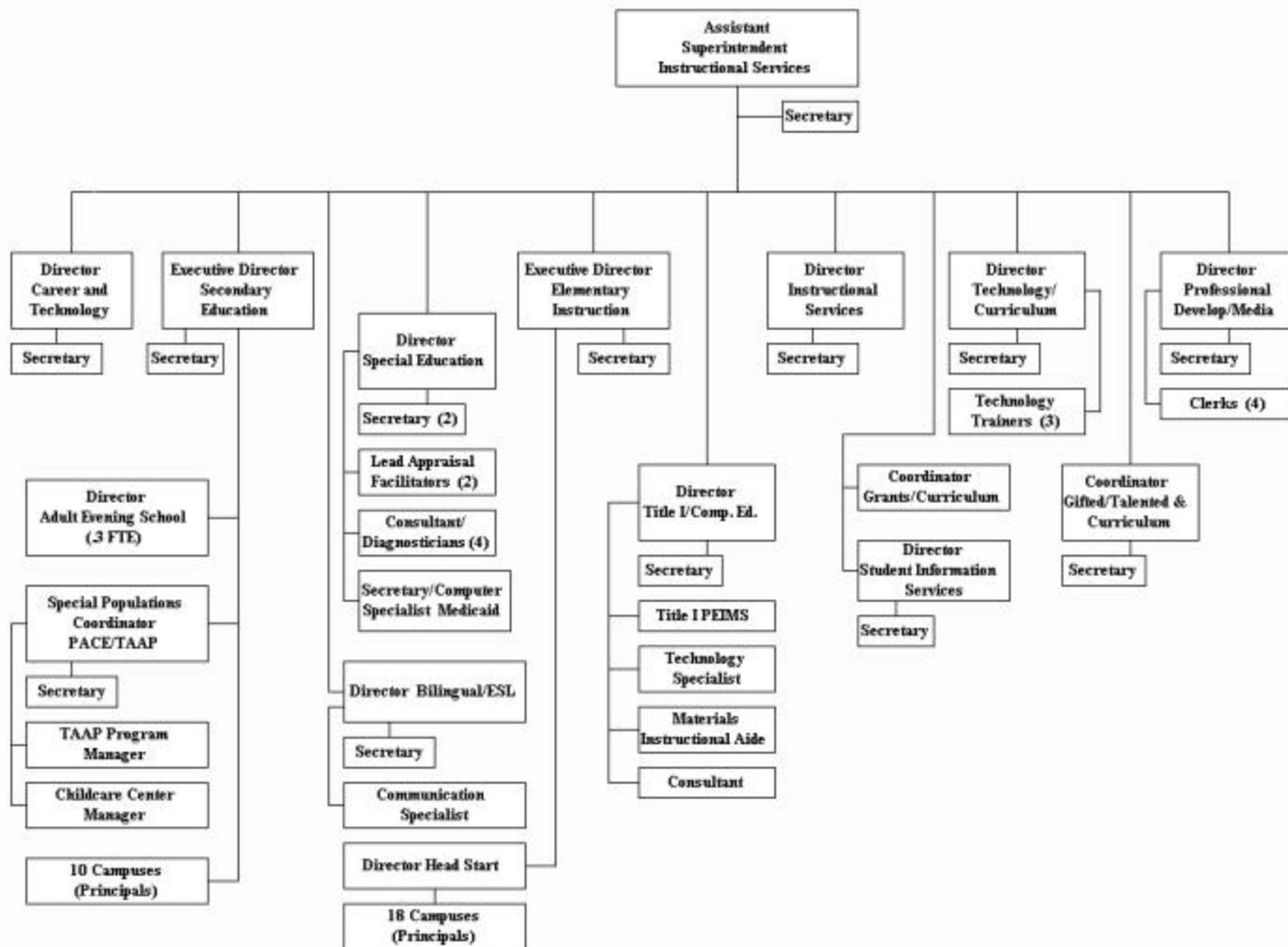
#### Fiscal 1993-94 Instructional Expenditures Per-Pupil

School District	Expenditures Per-Pupil
Galena Park	\$2,271
Midland	\$2,393
Irving	\$2,399
Goose Creek	\$2,410
<b>Tyler</b>	<b>\$2,473</b>
Waco	\$3,134
<b>State Average</b>	<b>\$2,553</b>

Source: Snapshot '94

The Instructional Services Unit in TISD contains 34 professional and 42 paraprofessional employees. **Exhibit 4-3** depicts the current organizational structure for Instructional Services.

**Exhibit 4-3**  
**Current Organizational Chart**  
**TISD Instructional Services**



The executive director of Secondary Instruction is responsible for supervising eight middle and high school principals and two administrators of alternative campuses, in addition to supervising central office staff as shown in the organizational chart (**Exhibit 4-3**). Similarly, the executive director of Elementary Education supervises the principals of 16 elementary schools, the director of Camp Tyler and the principal of the St. Louis Special Education School.

The coordinator for Gifted and Talented Education (GTE), the coordinator of Grants and the director of Instructional Technology are responsible for providing curriculum support for content areas: the coordinator for GTE supports the development and implementation of the science curriculum; the director of Instructional Technology supports mathematics curriculum development and implementation; and the coordinator of Grants is responsible for language arts and social studies.

TISD has many instructional programs that are deemed exemplary by administrators, teachers and staff who are responsible for program implementation. Some of these programs include:

- Reading Recovery, for first grade students
- Accelerated Reading, for elementary students
- Literacy-Based Classroom Model, for teaching reading in the elementary grades
- Partnership for Accelerated Education (PACE)
- Project LOVE (Learning Opportunities through Vocational Education)
- Higher-Order Thinking Skills (HOTS)

TISD offers an Instructional Resource Center (IRC), staffed with the director of Professional Development/Media, a secretary and four clerks, which provides resources for instructional purposes and professional growth. The IRC purchases instructional classroom materials recommended by teachers and staff. These materials are housed at the IRC and are loaned to campuses. The IRC staff provides a comprehensive list of all materials to each teacher that is updated annually. Bimonthly updates about new resources are provided in a newsletter format. In addition, each teacher receives a \$100 supply allotment for preparing instructional materials at the IRC. While elementary school teachers use their entire IRC allotment, most secondary teachers spend little to none of the funds.

### *Organizational Structure*

#### **FINDING**

The assistant superintendent of Instructional Services directly supervises the majority of professional staff in the division resulting in an inordinate amount of time spent performing supervisory functions. The following staff report to the assistant superintendent of Instructional Services: director of Career and Technology, executive director of Secondary Education, director of Special Education, director of Bilingual and ESL, executive director of Elementary Education, director of Title I and Compensatory Education, director of Instructional Services, coordinator of Grants and Curriculum, director of Student Information Services, director of Technology and Curriculum, coordinator of Gifted and Talented and Curriculum, director of Professional Development and Media.

#### **Recommendation 16:**

**Change the reporting structure of positions in Instructional Services to decrease the number of positions reporting directly to the assistant superintendent.**

The proposed changes in organizational structure are listed below:

- The position of director of Career and Technology should be changed to coordinator of Career and Technology and should report to the director of Secondary Education.
- The position of director of Bilingual and ESL Education should be changed to coordinator of Bilingual and ESL Education and should report to the director of Instructional Services.
- The coordinator of Grants and Curriculum should report to the director of Instructional Services.
- The coordinator of Gifted and Talented Education and Curriculum should report to the director of Instructional Services.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The assistant superintendent for Instructional Services and the superintendent should propose to the board a plan for reorganizing the reporting structure of Instructional Services.	April 1996
2.	The board should approve the plan for reorganizing Instructional Services.	June 1996
3.	The assistant superintendent for Instructional Services should inform staff in the division of the new reporting structure.\	June 1996
4.	The assistant superintendent for Instructional Services should provide a new organizational chart for the division to all TISD staff.	August 1996

**FISCAL IMPACT**

This recommendation can be implemented with existing district resources.

**FINDING**

Under the organizational structure of TISD, the director of Athletics reports to the assistant superintendent of Administrative Services. This placement emphasizes the role of athletics as a part of student services rather than athletics as a part of instructional services delivered.

**Recommendation 17:**

**Move the reporting responsibility of the director of Athletics from Administrative Services to the Division of Instructional Services.**

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The assistant superintendents of Administrative Services and Instructional Services should discuss transferring the function for overseeing athletic programs.	April 1996
2.	The assistant superintendent for Instructional Services should revise the organizational chart to reflect the addition of staff responsible for directing the district's athletic program.	June 1996
3.	The director of Athletics should report to the assistant superintendent of Instructional Services.	July 1996

**FISCAL IMPACT**

This recommendation can be implemented at no cost to the district.

***Instructional Planning***

**FINDING**

In April 1995, the board approved a process to plan for the district's delivery of instructional services. The initiation of the plan included the appointment of a team of school employees, parents and community leaders to guide the process. Chapter 3 briefly discusses the district's planning processes.

The team began developing a statement of beliefs, a mission statement, instructional parameters and objectives. The original plan approved by the board called for the planning team to develop strategies to accomplish each of the plan's objectives. This team determined that the development of strategies would be more appropriately left to instructional leaders and campus representatives.

Instructional objectives recommended by the Instructional Focus Planning Committee are listed below:

- All students will exceed the state attendance standard.
- All graduates will be readily employable and/or will be adequately prepared for higher education.
- All students will graduate without encountering violence, alcohol or drug abuse on our campuses.
- All students will graduate.
- All students will perform above state-expected achievement levels.

## COMMENDATION

**The TISD is developing a plan to guide the delivery of instructional services in the district.**

An objective in the 1995-96 Plan of Action for District Improvement includes providing a comprehensive framework that will improve the delivery of instructional. This framework includes an element for public forums to address the contents of the instructional focus plan. The district and individual campuses are beginning the process of developing strategies to meet the plan's objectives.

## FINDING

Although the district has initiated curriculum and instruction planning efforts, those closest to providing the services to students-the teachers-have not been adequately informed of the planning activities of the Instructional Focus committee, nor are they adequately represented on the committee. Only eight out of the 40-member committee (20 percent) are teachers.

**Exhibit 4-4** provides the composition of the Instructional Focus Planning Committee with the membership of the Instructional Focus Committee consisting primarily of administrative personnel.

**Exhibit 4-4**  
**TISD Instructional Focus Planning Team Membership**

<b>Member</b>	<b>Number Serving On Team</b>
Superintendent	1

Director of Communications	1
Board Representative	1
Assistant Superintendent for Instruction	1
Assistant Superintendent for Business	1
Assistant Superintendent for Administration	1
Executive Director Secondary Education	1
Executive Director Elementary Education	1
Executive Director Personnel	1
Central Office Instructional Staff	2
High School Principal	1
Middle School Principal	1
Elementary School Principal	2
Secondary Instructional Consultant	1
Elementary Instructional Consultant	1
Secondary Assistant Principal	1
High School Teachers	2
Middle School Teachers	3
Elementary School Teachers	3
Parents	7
Community Leaders	7
<b>Total</b>	<b>40</b>

*Source: TISD - Instructional Services Division*

During on-site visits, teachers said they were unaware of the district's activities to establish a process that would result in the development and implementation of an instructional plan in TISD. Principals are delegated the responsibility for communicating the district's actions to campus-based staff.

**Recommendation 18:**

**Shift the membership of the Instructional Focus Committee by increasing the number of teachers and by decreasing the number of administrative staff.**

In addition, processes should be established to communicate Instructional Focus Committee activities to all teachers.

The contributions of the directors of Business, Personnel and Administration to planning for instruction are acknowledged. However, their time may be better spent as advisors to the committee and not as active participants in instructional planning.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The assistant superintendent of Instructional Services should meet with a teacher representative of each Campus Performance Objective Committee (CPOC) to review the Instructional Focus Committee's activities.	April 1996
2.	Following the April 1996 update, the assistant superintendent should meet with teacher representatives quarterly.	July 1996 and Ongoing Quarterly
3.	The assistant superintendent of Instructional Services should add six teachers to the Instructional Focus Committee and decrease the membership of district administrative staff.	April 1996
4.	CPOC representatives should meet with respective campus-based administrative and instructional staff to provide information about Instructional Focus Committee activities and solicit input for further instructional planning efforts.	April 1996 and Ongoing

**FISCAL IMPACT**

This recommendation can be accomplished with existing resources.

*Curriculum*

**FINDING**

The district has begun efforts to align the mathematics curriculum with TAAS objectives, and has allocated funds within the technology budget to support the alignment. The district has budgeted \$12,000 from the state technology allotment and \$3,000 from TISD general funds for Performance Plus, an electronic instructional management system.

The Performance Plus Instructional Management System is used for grades three through eight to:

- align the curriculum in mathematics with the expectations of TAAS;
- track student progress in mathematics without increasing paperwork, and
- increase student test scores on the math TAAS.

Students are assessed every six weeks to determine performance on objectives for which instruction was delivered. Elementary students' math scores on the TAAS have increased (**Exhibit 4-5**).

**Exhibit 4-5**  
**Comparison of Fiscal 1994 and Fiscal 1995**  
**TAAS Math Scores by Grade**

<b>PERCENT PASSING</b>			
<b>Grade</b>	<b>1994</b>	<b>1995</b>	<b>% Change</b>
3 <sup>rd</sup>	62.0%	71.0%	9.0%
4 <sup>th</sup>	57.7%	71.9%	14.2%
5 <sup>th</sup>	59.3%	68.1%	8.8%
6 <sup>th</sup>	56.7%	56.4%	<b>-.3%</b>
7 <sup>th</sup>	58.2%	58.5%	.3%
8 <sup>th</sup>	54.9%	53.6%	<b>-1.3%</b>
10 <sup>th</sup>	57.7%	56.7%	<b>-1.0%</b>

Source: AEIS 1994-95

## COMMENDATION

**TISD's development of the Performance Plus Instructional Management System has provided a way to track student performance in mathematics in relation to TAAS objectives in grades three through eight.**

## FINDING

With the exception of the mathematics curriculum specialist's responsibility for the mathematics content area support, curriculum specialists do not provide TISD campus-based staff with sufficient leadership and technical assistance in the development, implementation and revision of TISD curriculum. During interviews with staff who share curriculum responsibility as well as other district management responsibilities, staff reported that their role in providing curriculum assistance for a specific subject area was limited to activities such as attending conferences and meetings and disseminating information. Staff reported their work on curriculum for a specific subject area was performed on a limited "as needed" basis.

## Recommendation 19:

**Coordinate curriculum development in content areas with individual school sites.**

## IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The curriculum specialists for content areas should meet with the directors of Elementary and Secondary Education to systematically evaluate and revise the district's curriculum to incorporate the views and activities of the Instructional Focus Committee.	April 1996
2.	Curriculum specialists should work with instructional consultants or assistant principals of instruction to identify campus curriculum needs and resources.	August 1996

3.	Curriculum specialists should routinely meet with administrators and teachers to revise the curriculum and provide technical assistance to campus-based staff.	Ongoing
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**FISCAL IMPACT**

Existing resources can be used to implement the recommendation.

*Program Evaluation*

**FINDING**

The responsibility for program evaluation at the district level lies with the assistant superintendent of Instructional Services. Program evaluation activities are often informal and provide inadequate data for measuring program effectiveness. As instructional programs are initiated, a plan for evaluation is not consistently implemented. For many existing instructional programs, (e.g., Accelerated Reading and HOTS), the staff has little reliable data that supports program effectiveness. Two programs, Reading Recovery and the Literacy-Based Classroom Model, provided documentation of program effectiveness. No standard evaluation process is in place to help TISD make appropriate and cost-effective decisions to improve student learning.

**Recommendation 20:**

**Establish a districtwide evaluation system for instructional programs.**

The evaluation of existing and new educational programs should be improved. As programs are initiated, evaluation plans should be designed and implemented. Program evaluations provide essential information for program improvements and promote efficient and effective practices.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The assistant superintendent for Instructional Services should meet with all directors of instructional areas to develop a plan to identify instructional programs used in all schools and to prioritize program evaluations.	April 1996
2.	The assistant superintendent, directors in instructional areas and principals should review cost per student, expected outcomes, student achievement scores, retention rate, attendance rates and any other data relevant to student achievement for each program to be evaluated.	May 1996
3.	<p>The directors of instructional areas should coordinate with principals the program evaluations at their respective schools to include documentation of:</p> <ul style="list-style-type: none"> <li>• <b>Context</b>-documenting where the program is offered to eligible students.</li> <li>• <b>Process</b>-describing how the program attempts to meet student needs.</li> <li>• <b>Product</b>-reporting the elements that document program effectiveness.</li> </ul>	August 1995

4.	The assistant superintendent for Instructional Services should maintain reports of the district's program evaluations to include concise summaries of program strengths and recommendations for program improvements.	Ongoing
5.	The assistant superintendent for Instructional Services should ensure that all recommendations for program improvement are implemented.	Ongoing

**FISCAL IMPACT**

This recommendation can be accomplished with existing resources.

*Scheduling*

**FINDING**

The number of instructional minutes taught weekly by an average teacher varies from 1,300 minutes at the middle schools to 1,250 minutes at Robert E. Lee High School to 1,350 total minutes for John Tyler High School (**Exhibit 4-6**). Middle school teachers in TISD and teachers at Robert E. Lee High School are assigned to teach five class periods of the seven-period day. Teachers at Robert E. Lee teach periods that are 50 minutes in length. Teachers at John Tyler High School use block scheduling to implement instruction and, therefore, teach in 90-minute blocks.

**Exhibit 4-6  
Daily and Weekly Number of Instructional Minutes**

<b>School</b>	<b>Daily</b>	<b>Weekly</b>
All Middle Schools	*260	1,300
Robert E. Lee High School	250	1,250
John Tyler High School	**270	1,350
Roberts Alternative School	***330	1,400
Partnership for Accelerated Education (P.A.C.E.)	****371	1,855

*Source: TISD - Instructional Services Department*

*\*Number of minutes includes 35 minutes of Advisor/Advisee activities*

*\*\*Average*

*\*\*\*Includes 30 minutes of tutorial daily*

*\*\*\*\*Class periods vary in length*

TISD middle school teachers teach five classes, each lasting 45 minutes, and conduct activities known as "Advisor/Advisee" for 35 minutes daily. Advisor/Advisee activities generally include the Channel One news program, tutoring, TAAS remediation, guest speakers and small group guidance for effective education. One middle school has recently changed to block scheduling, but teachers in the school provide the same number of instructional minutes to students per week as do other middle school teachers.

High school teachers at Robert E. Lee have one planning period for individual planning and preparation and one planning period for team planning. John Tyler High School teachers have the equivalent of two daily planning periods, one intended to provide for individual teacher planning and the other for collaborative planning. The review team observed that teachers were not using the planning periods for the intended purpose.

At Roberts Alternative School, teachers teach 250 minutes and provide 30 additional minutes of tutorial a day. At the Partnership for Accelerated Education (PACE) Alternative School, teachers may teach as many as 370 minutes daily (time varies depending on subjects taught).

During on-site school visits, the review team found that middle school and high school teachers were not engaged in collaborative planning activities for delivering interdisciplinary instruction to students during team planning time. Middle school teachers expressed a need to increase the amount of instructional time to have adequate time to prepare students for TAAS.

**Recommendation 21:**

**All middle school and high school teachers should spend the same amount of instructional time in the classroom each week.**

Increasing the instructional time spent by teachers at the middle schools and at Robert E. Lee High School to that spent on other TISD campuses, will provide for more effective use of time than did a second planning period. Time would be better spent with teachers and students actively engaged in teaching and learning experiences. Increasing the middle school instructional time to six periods and adding 35 minutes daily for Advisor/Advisee activities will provide 310 minutes of daily instruction. Robert E. Lee High School teachers could each be given a sixth classroom teaching assignment and one planning period plus a 30-minute lunch break within the seven-period day.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	Principals at each middle school and Robert E. Lee High School should plan teaching assignment for the 1996-97 school year using six teaching periods per teacher, instead of the five scheduled for the 1995-96 school year.	May 1996
2.	Principals should identify and notify teachers affected by the changes.	June 1996
3.	Middle school teachers and teachers at Robert E. Lee High School should begin teaching six periods per day.	August 1996

## FISCAL IMPACT

Adding a sixth teaching period would decrease the number of teachers needed from the current 247 middle school teachers to 206, and the 125 teachers at Robert E. Lee to 121; calculated as follows:

- 247 teachers x 5 teaching periods per teacher = 1,235 teaching periods divided by 6 teaching periods per teacher = 206 teachers. Thus, the middle school teaching staff could be reduced by 41 teachers.
- For Robert E. Lee High School, 125 teachers x 5 teaching periods per teacher = 725 teaching periods; 725 teaching periods divided by 6 teaching periods per teacher = 121 teachers. The teaching staff at Robert E. Lee High School could be reduced by 4 teachers.

Therefore, a combined total of 45 teachers could be eliminated from the teaching staffs of middle schools and Robert E. Lee High School.

The fiscal impact is calculated by eliminating 15 positions through attrition per year beginning in the 1996-97 school year based on current teacher attrition rates.

Using an average teacher's salary of \$29,632 and 18.81 percent benefits or \$35,206 per year per teacher the district would realize a cost savings of \$528,090 for 15 teachers; \$1,056,180 for 30 teachers; and \$1,584,270 for 45 teachers.

<b>Recommendation</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>
Establish uniform instructional time at Middle and High School level	\$528,090	\$1,056,180	\$1,584,270	\$1,584,270	\$1,584,270

### *Instructional Resources*

## FINDING

Camp Tyler is a unique educational program than benefits Tyler community students. The camp serves students in pre-kindergarten through grade 12. Camp Tyler is located on 375 acres of lakefront property on the outskirts of Tyler. The purpose of the camp is to enhance life skills and to promote environmental education. Camp Tyler is owned by the Camp Tyler Foundation, formed in 1940 as an educational trust and managed, operated and financially supported by TISD. (The Camp Tyler Foundation is a separate organization from the TISD Foundation).

## COMMENDATION

**TISD is commended for funding Camp Tyler to provide enhanced educational experiences in environmental education and life skills for members of the Tyler community.**

## FINDING

Each year, TISD fifth graders spend three nights and four days at the camp. Other TISD students participate in educational activities at the camp, but do not stay overnight. In addition to being used by TISD students, Camp Tyler is used by surrounding public school districts such as Arp, Bullard, Chapel Hill, Lindale, Troup, Whitehouse and Winona. Local Tyler parochial schools also use the camp. The Camp Tyler Foundation has established an agreement with non-TISD public and parochial school districts that the camp can be used without charge. The exception to this practice is that non-TISD school districts are to reimburse TISD for electricity when used for overnight stays. During fiscal 1994-95, more than 23,000 camp participants visited Camp Tyler. Fifty percent of the visits were related to TISD programs and 50 percent were non-TISD related.

Two months out of the year (June and July), several children's organizations (e.g. scouting groups and children with medical impairments) use the camp exclusively. The children's organizations are charged \$2 per child per day.

TISD staff members use Camp Tyler on occasion for retreats and training sessions. There is no system in place to charge TISD departments when district employees use the camp.

Camp Tyler also is used on occasion by private citizens for activities such as weddings and reunions. TISD accounting records did not indicate the district was reimbursed for these events.

TISD incurred \$611,000 in costs associated with operating Camp Tyler during fiscal 1994-95. Camp operating costs consist of salaries for the camp director and teaching staff, ground and facilities (cabins) maintenance, food for camp participants, food for farm animals and general operating supplies. Only two non-TISD organizations were billed for use of the camp. Reimbursement by non-TISD school districts (public and parochial) and children's organizations totaled \$2,400.

**Recommendation 22:**

**Work with Camp Tyler Foundation to establish a method for TISD to recover some of the operating costs for Camp Tyler incurred from non-TISD use.**

The district should determine the camp's operating costs and develop a cost recovery schedule for non-TISD use.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The Camp Tyler Director and the director of Budget and Accounting should analyze camp participant use and develop a cost recovery fee schedule based on operating costs.	May - June 1996
2.	TISD representatives should meet with representatives of the Camp Tyler Foundation to work out mutually agreeable cost recovery schedules for non-TISD users.	June - July 1996
3.	The Camp Tyler Director and the director of Communications should work with Tyler community-based and philanthropic organizations to establish scholarships for camp participants (i.e. children's organizations).	June - August 1996
4.	The Camp Tyler Director should routinely perform financial and operational analysis.	Ongoing

## **FISCAL IMPACT**

While no dollar amount is estimated, non-TISD users of Camp Tyler should help the district defray operating costs. Any savings TISD realizes, should be diverted to other TISD educational programs.

# Chapter 4

## EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASURES

### STUDENT PERFORMANCE

Students, parents and school district communities expect appropriate learning is occurring in all schools. When student performance is found to fall below regional or state averages in certain subject areas, grade levels or entire schools, cost-effective improvement measures should be designed and implemented by school and school district instructional managers.

### CURRENT SITUATION

Student performance is measured statewide by the Texas Assessment of Academic Skills (TAAS). The TAAS measures student performance in the areas of math, reading and writing at grades four, eight and ten. Students in grades three, five and seven are tested for math and reading. Minimum passing standards, defined for all sections of the TAAS, are established by state law uniformly applied statewide.

The Texas Education Agency, through its Academic Excellence Indicator System (AEIS), provides a variety of comparative data. School districts can use these data to compare the performance of students with the performance of students in the same geographic region and throughout the state.

Although the Tyler community is only 15 percent minority, the TISD student population is 56 percent minority, according to the October 1995 TISD school enrollment count. As shown in **Exhibit 4-7**, performance levels of the TISD's African American and Hispanic students on the TAAS are below the performance levels of white students.

**Exhibit 4-7**  
**Spring 1994 Percent of TISD Students**  
**Passing TAAS Subtests**  
**(by Ethnicity)**

	PERCENT PASSING		
TAAS Subtest	African American	Hispanic	White
Reading	55.9%	57.5%	88.1%

Writing	65.5%	66.3%	90.8%
Math	35.1%	41.3%	77.2%

Source: AEIS 1993-94

The attendance rate for the 1993-94 school year was 95.2 percent, one-tenth of a percent higher than the state average attendance rate. The district's annual dropout rate for

1993-94 exceeded the state's dropout rate of 2.8 percent. The district's percentage of students taking advanced courses was greater than that of the state's (**Exhibit 4-8**).

### Exhibit 4-8

#### Fiscal 1993-94 Attendance and Dropout Rate

Performance Indicator	State	District
Student Attendance Rate	95.1%	95.2%
Dropout Rate	2.6%	3.8%
Percent Students Taking Advanced Courses	13.2%	14.2%

Source: AEIS 1994-95

### FINDING

The Texas School Accountability process designates a performance rating for all districts and campuses in the state. Four campuses in TISD were identified as low performing:

- John Tyler High School, due to low math scores for economically disadvantaged students (fewer than 25 percent of one or more student groups passed the math portion of the TAAS);
- Robert E. Lee High School, for excessive dropout rates among African American students;
- Dogan Middle School, due to low math scores for Hispanic and economically disadvantaged students (fewer than 25 percent of Hispanic students passed the math portion of the TAAS), and
- Hogg Middle School, for low math scores for African American students (fewer than 25 percent of African American students passed the math portion of the TAAS test).

In addition, the district was designated as "accredited-warned" because the Hispanic dropout rate of 6.4 percent exceeded the state standard of 6.0 percent.

A comparison of TAAS test scores for TISD, Region VII and the state showed that students in TISD, in most cases, scored lower on performance measures than the region and the state (**Exhibit 4-9**). **Exhibit 4-10** provides a comparison of 1994 and 1995 TAAS scores by subject and by ethnic group. The data show performance increases in all subject areas for 1994-95 for all groups with the exception of writing scores for Hispanic and economically disadvantaged students.

**Exhibit 4-9**  
**Comparison of Student Performance for TISD,**  
**Region VII and the State of Texas**  
**Spring 1994**

<b>Performance Indicator</b>	<b>TISD</b>	<b>Region VII</b>	<b>State of Texas</b>
Grade 3: Reading	72.5%	77.1%	77.9%
Mathematics	62.0%	60.8%	63.0%
Grade 4: Reading	72.9%	73.2%	75.5%
Writing	84.4%	84.4%	85.5%
Mathematics	57.7%	54.9%	59.4%
Grade 5: Reading	73.8%	77.0%	77.5%
Mathematics	59.3%	60.2%	62.6%
Grade 6: Reading	70.0%	75.2%	74.1%
Mathematics	56.7%	61.2%	61.1%
Grade 7: Reading	71.7%	77.0%	75.9%
Mathematics	58.2%	60.4%	59.7%
Grade 8: Reading	74.7%	79.7%	77.2%
Writing	72.6%	71.2%	69.8%
Mathematics	54.9%	62.0%	58.6%
Grade 10: Reading	76.6%	79.4%	77.7%
Writing	79.6%	84.7%	82.5%
Mathematics	56.7%	58.5%	58.4%
Grade 3-8,10: Reading	73.0%	76.9%	76.5%
Writing	79.0%	79.8%	79.0%
Mathematics	58.0%	59.8%	60.5%
College Admissions Tests Class of 1993			

Percent At or Above Criterion	15.8%	12.8%	17.2%
Percent Tested	45.5%	55.0%	64.2%
Average SAT Total Score	930	887	884
Average ACT Composite Score	20.8	20.0	20.1

Source: AEIS 1993-94

NOTE: Writing is not part of TAAS at Grades 3, 5, 6 and 7

**Exhibit 4-10**  
**Comparison of TISD Fiscal 1994 and Fiscal 1995 TAAS Scores**  
**(by Subject and Ethnic Group)**

	READING			MATH			WRITING		
	Percent Passing			Percent Passing			Percent Passing		
GROUP	1994	1995	% Change	1994	1995	% Change	1994	1995	% Change
White	88.1%	91.5%	3.4%	77.2%	82.7%	5.5%	90.8%	92.3%	1.5%
African American	55.9%	59.8%	3.9%	35.1%	39.5%	4.4%	65.6%	67.8%	2.2%
Hispanic	57.7%	64.1%	6.4%	41.3%	48.3%	7.0%	66.3%	63.2%	<b>(-3.1)%</b>
Economically Disadvantaged	55.2%	60.0%	4.8%	36.7%	41.8%	5.1%	64.7%	63.5%	<b>(-1.2)%</b>
<b>All Groups</b>	<b>73.0%</b>	<b>76.4%</b>	<b>3.4%</b>	<b>58.0%</b>	<b>62.6%</b>	<b>4.6%</b>	<b>79.0%</b>	<b>80.0%</b>	<b>1.0%</b>

Source: Texas School Alliance

**COMMENDATION**

**TAAS test results for 1995 show improvement in reading and mathematics for the elementary grades and all ethnic groups tested.**

**FINDING**

A comparison of 1994 and 1995 data show that increases in TAAS scores occurred primarily in mathematics for grades three through five. **Exhibit 4-11** provides a comparison of reading and mathematics test scores for all

grades tested. Grade four showed the greatest increase in mathematics test scores for the two years analyzed.

**Exhibit 4-11**  
**Comparison of Reading and Math TAAS Scores**  
**All Students by Grade Level**  
**Fiscal 1994 and Fiscal 1995**

	READING			MATH		
Grade	1994	1995	% Change	1994	1995	% Change
3 <sup>rd</sup>	72.5%	76.2%	3.7%	62.0%	71.0%	9.0%
4 <sup>th</sup>	72.9%	78.5%	5.6%	57.7%	71.9%	14.2%
5 <sup>th</sup>	73.8%	76.9%	3.1%	59.3%	68.1%	8.8%
6 <sup>th</sup>	70.0%	75.4%	5.4%	56.7%	56.4%	<b>(-.3)%</b>
7 <sup>th</sup>	71.7%	76.7%	5.0%	58.2%	58.5%	.3%
8 <sup>th</sup>	74.7%	75.6%	1.9%	54.9%	53.6%	<b>(-.7)%</b>
10 <sup>th</sup>	76.6%	75.4%	<b>(-1.2)%</b>	56.7%	57.7%	1.0%

*Source: TISD - Instructional Services Office*

**COMMENDATION**

**The district's TAAS scores for mathematics increased significantly at the elementary level.**

**FINDING**

District administrators and staff at the elementary level stated that the Performance Plus Instructional Management System (PPIMS) has been instrumental in increasing student test scores in mathematics. The process used to establish the PPIMS included the development of benchmark assessment tests from a core sequence of TAAS objectives used by teachers in grades three through eight across the district. No additional personnel costs have been involved in implementing and maintaining PPIMS since the program was implemented by the Instructional Technology Department.

**Recommendation 23:**

**Implement the Performance Plus Instructional Management System (PPIMS), for mathematics for the ninth and tenth grades, in addition to grades three through eight.**

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Instructional Technology should establish benchmark assessment tests from a core sequence of TAAS objectives used by ninth and tenth grade teachers.	April 1996
2.	The director of Instructional Technology should meet with ninth and tenth grade teachers to initiate the instructional management system.	December 1996
3.	Ninth and tenth grade teachers should begin using PPIMS.	January 1997

**FISCAL IMPACT**

The PPIMS has been implemented in grades three through eight at no additional personnel costs. Only costs associated with managing student six-week performance testing on-line would be incurred for implementing the system in grades nine and ten. If the total Performance Plus budget for 1995-96 for managing student performance on-line in mathematics for grades three through eight was \$15,000 (\$2,500 each grade level), it is estimated that the system could be implemented for grades nine and ten for an additional cost of \$5,000 annually.

<b>Recommendation</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-2001</b>
Implement PPIMS in ninth and tenth grades	(\$5,000)	(\$5,000)	(\$5,000)	(\$5,000)	(\$5,000)

# Chapter 4

## EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASURES

### SPECIAL PROGRAMS

Students with special needs require special programs to be delivered either by regular classroom teachers (sometimes with the assistance of instructional aides), by compensatory or remedial education teachers or by special education teachers. School districts receive additional funding from state and federal sources to offset the additional cost of delivering these special programs. Special programs should provide a cost-effective structure that supports the extraordinary needs of designated students, and simultaneously build the capacity of general education programs to address the diverse needs of the district's overall student population.

TISD special programs serve more than one-half the students in the district, with some students served in multiple programs, as needed. **Exhibit 4-12** displays special programs, estimated legislative entitlement, numbers of students served or FTE and per-pupil/FTE expenditures for special programs for the 1995-96 school year in TISD.

**Exhibit 4-12**  
**Legislative Payment Estimate For Special Programs Per Pupil**  
**Fiscal 1995-96**

<b>Special Program</b>	<b>Estimated Entitlement</b>	<b>FTE/Number of Students</b>	<b>Dollars Per FTE/Student</b>
Special Education	\$4,074,062	510 FTE	\$7,988 per FTE
Bilingual/ESL Education	\$231,525	906 students	\$256 per student*
Compensatory Education	\$3,603,963	8,209 students	\$439 per student*
Career and Technology Education	\$1,849,749	528 FTE	\$3,503 per FTE
Gifted/Talented Education	\$227,978	761 students	\$300 per student*

*Source: TEA Division of State Funding*

*\* Supplemental funds*

## *Special Education*

### **CURRENT SITUATION**

TISD provides a continuum of Special Education services to more than 1,300 students in compliance with the federal law that requires school districts to provide free and appropriate education to students with disabilities from age 3 to 21. **Exhibit 4-13** gives student enrollment for each disability and a breakdown of special education funding for 1994-95.

**Exhibit 4-13**  
**TISD Special Education Program Statistics**  
**Fiscal 1994-95**

<b>Disabilities and Number of Students Being Served*</b>	
<b>Condition</b>	<b>Number</b>
Orthopedically Handicapped (OH)	4
Other Health Impaired (OHI)	78
Auditorially Handicapped (AH)	42
Visually Handicapped (VH)	18
Deaf/Blind (DB)	1
Mentally Retarded (MR)	271
Emotionally Disturbed (ED)	122
Learning Disabled (LD)	517
Speech Handicapped (SH)	308
Autistic (AU)	2
Noncategorical Early Childhood	3
<b>TOTAL</b>	<b>1,366</b>

*Source: TISD - Office of Special Education*

*\* not FTE*

The Individuals with Disabilities Education Act (IDEA) of 1975 requires school districts to provide certain education-related health services to children with disabilities and to develop Individual Education Plans (IEP) for each. The IEP, developed by a committee of parents and qualified professionals, is a written plan based on a student's abilities and educational needs. The plan must contain long-term goals and short-term

objectives for when services will start and end; who will provide the services; the criteria used for evaluating progress, and a statement of the student's current areas of competency. While school districts offer special education programs for children with learning disabilities they are also required to provide services such as homebound instruction for children in hospitals or residential facilities and classroom instruction for children with severe physical problems that require on-site health care and monitoring.

As of September 1992, the state's Medicaid program was amended to allow school districts to enroll as Medicaid providers and to apply for Medicaid reimbursement for services they are providing to children with disabilities. School Health and Related Services (SHARS) are defined as those services determined to be medically necessary and reasonable to ensure a disabled child under the age of 21 receives the benefits of a free and appropriate public education. School districts need not spend any new money, but instead can simply apply for reimbursement for specific services provided to Medicaid-certified children.

## **FINDING**

As a major initiative during the 1994-95 school year, TISD collaborated with the University of Texas at Tyler to present two college-level courses in inclusion strategies and collaboration techniques. The project was funded by a grant from the Texas Education Agency (TEA) for approximately \$159,000. The goal of the Inclusive Education Teacher Training Project was to provide training to teachers at each of the elementary and secondary campuses in TISD so that students with disabilities receive successful inclusive educational experiences. Four elementary schools and one middle school became pilot schools for the project.

The courses offered included *Facilitating Inclusion*, which addressed characteristics of special learners, and the need for inclusive settings. *Collaborative Consultation* covered effective methods of presenting, modifying and adapting instruction, methods and materials, for the educational success of all learners in an integrated classroom setting. TISD reimbursed qualified personnel \$90 to defray tuition costs. The University of Texas at Tyler also offered a \$100 scholarship to each qualifying participant. No grant funds were used for tuition.

## **COMMENDATION**

**TISD Special Education Department has taken measures to provide elementary and secondary teachers professional development**

**opportunities to promote successful inclusive educational experiences for special education students.**

**FINDING**

St. Louis School provides special education services to 78 severely and multi-handicapped students. Twenty-two students served at St. Louis come from outside TISD. A daycare program for teenage mothers and children of TISD staff is housed at the St. Louis campus. St. Louis students are provided a variety of campus-based and community-based inclusion activities, but are not included in regular education classroom learning experiences.

Texas school districts such as Olney and Mansfield have implemented inclusion programs to maintain all special needs programs within regular classroom environments or to place the majority of special education students on age-appropriate home campuses. Academic, social and attitudinal changes have occurred as a result of these districts' long-term commitment to inclusive education. While these two districts both serve as model inclusive education programs, the processes that were used to achieve success vary. Technology, curriculum modifications, alternative curriculum and instructional activities, cooperative learning experiences and peer tutoring are examples of strategies used by Olney and Mansfield Independent School Districts to achieve success in inclusive education.

**Recommendation 24:**

**Increase inclusion of special education students enrolled at St. Louis in regular education environments in other TISD schools.**

TISD staff should determine ways to provide St. Louis special education students opportunities to participate in teaching and learning experiences with regular education students. Inclusion of students who are age-appropriate for elementary grades regular education should occur first. Teachers should be provided continued professional development and technical support to implement inclusive education practices.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The assistant superintendent for Instructional Services and the director of Special Education should appoint a task force of administrators, teachers and parents to study inclusive education for St. Louis special education students.	August 1996
2.	The appointed task force should contact the Olney and Mansfield Independent School Districts to obtain information	September 1996

	about successful inclusion programs.	
3.	The task force should develop a plan to provide inclusive education for St. Louis special education students.	January 1997
4.	The district should provide St. Louis special education students learning opportunities in regular education classes.	March 1997 and Ongoing

## **FISCAL IMPACT**

The district can implement this recommendation with existing resources.

## **FINDING**

A 1991 TEA study indicated that 16.7 percent of the state's special education population was Medicaid-eligible. TISD has approximately 1,350 special education students, of which 225 (16.7 percent of 1,350) are estimated to be Medicaid eligible. This estimate is considered conservative in light of the fact that 43 percent of TISD's overall student population is economically disadvantaged. The Texas Department of Health has analyzed claims filed to date under SHARS and indicates that schools receive an average of \$756 a year for each Medicaid-eligible student for whom they bill. Based on this information, the potential Medicaid reimbursement payments for TISD should conservatively be estimated at \$170,100 annually (225 students eligible x \$756 average reimbursement). To qualify for Medicaid reimbursement, claims must be filed within 12 months of the date that services are delivered.

Last school year, the Special Education Department received approximately \$90,000 in Medicaid reimbursements. According to information obtained from the district, speech therapy, physical therapy, occupational therapy, assessments and psychological evaluations, transportation and health-related services are being claimed. The services that qualify for reimbursement under the SHARS program include assessment, audiology, counseling, medical services, school health services, occupational therapy, physical therapy, speech therapy and psychological services.

One computer specialist/secretary in the Special Education Department is responsible for Medicaid billings and maintaining the Medicaid database. TISD uses the services of the Texas Association of School Boards (TASB) to help file Medicaid reimbursements. TASB charges TISD \$1.50 per reimbursed claim for these services. Although TASB helped the district establish processes for Medicaid reimbursement, current reimbursements to the district are lower than the amount estimated by TEA.

Based on the significant potential for increased revenues, other school districts around the state have invested resources in hiring professional staff to assist with Medicaid billing or have contracted for this service through a third party. Some firms assume their relationship with the district will be ongoing, while others attempt to make the district more self-sufficient. For example, one consultant's contract is for a four-year period, during which the consultant provides on-site technical assistance as well as training seminars and meetings with staff. At the end of four years, the school districts may run the program and take over the software or continue the arrangement.

**Recommendation 25:**

**Maximize reimbursements by billing Medicaid for all services rendered to special education students and by contracting with a consulting firm to assist with claims.**

Immediate steps should be taken to seek reimbursement from Medicaid for all qualified services provided to special education students. As soon as a consultant is hired, the district's current Medicaid billing representative should act as a liaison with the consulting firm and ensure that all information required by district Medicaid is available. The district could continue to use TASB services for Medicaid reimbursement following implementation of a consultant's recommendations to ensure that the district is billing for all eligible claims.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The Special Education director and the Medicaid billing representative should review the contractual arrangements of other school districts that contract for Medicaid billing, and determine what services will maximize TISD's reimbursements.	April 1996
2.	The Special Education director should ask the Purchasing Department to submit a request for proposal (RFP) for professional Medicaid billing services based on research of available services.	June 1996
3.	Proposals should be evaluated and a contract signed.	July 1996
4.	The district should begin using the Medicaid billing services.	August 1996

**FISCAL IMPACT**

Based on an estimate of 225 Medicaid eligible students x \$756 average annual reimbursement, the district should realize Medicaid revenues of

\$170,100, or additional revenues of \$50,201 annually (\$170,100 potential -- \$119,899 received in the 1994-95 school year). Consulting firms typically are paid a contingency fee of 14 to 20 percent, based on the amount of revenue they secure for the district. A conservative cost estimate of 20 percent, or \$10,040, is used for this purpose. A full year's savings are anticipated for the first year because retroactive billings for up to 12 months are allowed by Medicaid. If Medicaid billing procedures remain relatively the same from year to year, the district may only need consulting services for one year to establish processes to maximize the district's Medicaid reimbursements.

<b>Recommendations</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>
Hire a Consultant	(\$10,040)				
Bill for all Medicaid eligible services	\$50,201	\$50,201	\$50,201	\$50,201	\$50,201
Net Savings	\$40,161	\$50,201	\$50,201	\$50,201	\$50,201

### *Compensatory Education*

#### **CURRENT SITUATION**

Special programs for at-risk students are funded through the State Compensatory Education Program (CEP) and are used to improve the regular school program so that identified at-risk students can achieve success in school and meet the desired student outcomes, such as attaining grade-level proficiency, performing satisfactorily on the state assessment instruments and graduating from high school. Special instruction that satisfies basic program requirements may be funded provided it is specifically designed to meet the needs of students identified for those programs and is not a standard approach to courses or subjects.

Programs for at-risk students may include regular program enhancements, such as using computer-assisted instruction, providing staff development to train staff working with at-risk students, adding staff to reduce the size of classes of eligible students or using special materials or supplies to meet needs of at-risk students. Counseling and school social work services are also considered to be program enhancements. **Exhibit 4-14** shows the percentage of identified at-risk students on each campus of TISD. For 1995-96, 44 percent of TISD's total student enrollment, were determined to be at-risk excluding the special education school enrollment, early education enrollment, and homebound students.

The 1994-95 State Compensatory Education budget for TISD was \$3,564,686. Total funds available for 1995-96 are \$3,370,557.

**Exhibit 4-14**  
**Fiscal 1994-95 and Fiscal 1995-96 At-Risk Students**  
**(by Campus)**

School	Number At-Risk		Total Enrollment		Percent At-Risk	
	94-95	95-96	94-95	95-96	94-95	95-96
<b>Elementary Schools</b>						
Austin	263	306	389	486	68%	63%
Bell	94	93	366	350	26%	27%
Birdwell	108	99	348	340	31%	29%
Bonner	470	502	637	655	74%	77%
Clarkston	99	83	422	411	23%	20%
Dixie	161	169	536	525	30%	32%
Douglas	493	539	689	665	72%	81%
Gary	121	150	295	320	41%	47%
Griffen	241	194	504	524	47%	37%
Jones	140	115	313	315	45%	26%
Orr	236	225	481	445	49%	51%
Owens	139	170	857	860	16%	20%
Peete	115	152	356	333	32%	46%
Ramey	236	264	634	576	37%	46%
Rice	137	134	944	812	15%	17%
Woods	171	169	766	758	22%	22%
<b>Middle Schools</b>						
Boulter	346	412	603	613	57%	67%
Dogan	256	417	426	461	60%	90%
Hogg	253	298	485	434	52%	69%
Hubbard	192	378	1,144	1,111	17%	34%
Moore	293	253	589	609	50%	42%
Stewart	295	324	535	564	55%	57%

<b>High Schools</b>						
Robert E. Lee	703	691	2,372	2,321	30%	30%
John Tyler	1,335	1,038	1,699	1,794	67%	58%
<b>Alternative Schools</b>						
Roberts	49	53	52	53	94%	100.0%
PACE	88	70	98	107	90%	65%
<b>Total</b>	<b>7,034</b>	<b>7,298</b>	<b>16,540</b>	<b>16,442*</b>	<b>43%</b>	<b>44%</b>

*Source : TISD - Division of Instructional Services  
Does not include early education, St. Louis Special Education School and Homebound*

## **FINDING**

During the 1994-95 school year, TISD provided all schools a specified amount of state Compensatory Education funds based on the percentage of at-risk students enrolled. Schools used the site-based decision-making process to decide how funds should be used.

## **COMMENDATION**

**TISD has established an equitable process based on at-risk student enrollment and identified needs to allow individual schools decision-making authority in the use of state Compensatory Education Program funds.**

## **FINDING**

TISD staff, both at the district office and school-based, articulated a commitment to provide instructional programs designed with the best interests of at-risk students in mind. While some schools used state Compensatory Education funds to purchase computers and software for computer-assisted instruction, other schools used funds for tutorial support for TAAS preparation. Examples of other ways in which funds were used included implementation of the Accelerated Reading and Helping One Student to Succeed (HOST) programs, supplemental reading materials and hiring an instructional aide.

A systematic process for planning, coordinating, and evaluating programs for at-risk students has not been implemented. School-based staff need

additional training in how test data can be analyzed to determine the effectiveness of instructional programs and how instructional programs and strategies should be revised to meet student needs. Additional guidance and direction is needed for individual campuses to conduct meaningful needs assessments to obtain data to address academic and other needs of at-risk students.

**Recommendation 26:**

**Provide focused staff development for administrators and teachers on how to implement, coordinate, evaluate and improve instructional programs for at-risk students.**

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Professional Development in cooperation with the Instructional Focus Committee should form a subcommittee of district and campus-based staff to develop a plan for delivering in-service opportunities to staff on working with at-risk students.	April 1996
2.	The director of Professional Development should contact TEA to determine staff development delivery models for innovative and research-based practices to help teachers restructure classroom experiences to improve the performance of at-risk students.	May 1996
3.	The director of Professional Development should schedule professional development opportunities and structured follow-up activities to address the needs of at-risk students.	August 1996

**FISCAL IMPACT**

A shift in educational emphasis for at-risk students will not require additional funds.

***Title I***

**CURRENT SITUATION**

Under the new guidelines replacing Chapter 1 programs (now known as Title I) TISD implements schoolwide programs on nine elementary school campuses and two middle school campuses. One elementary school has been identified as a targeted assistance campus (a campus with a limited of Title I students) and serves eligible students in a pull-out program (students are served outside the regular classroom).

Title I funds have been used in TISD to reduce the pupil-to-teacher and pupil-to-paraprofessional ratios in three schools. In some schools, funds

have been used to extend the number of hours daily that paraprofessionals work.

The district has attempted to align instruction with state-mandated tests using Title I dollars. Instructional programs and practices that have been implemented with Title I funds include computer-assisted instruction; extended day, week and year instruction; and special programs such as Helping One Student To Succeed (HOSTS), Higher Order Thinking Skills (HOTS), Reading Recovery and Seeking Ultimate Mastery in Meeting Individual Tasks (SUMMIT). Title I funds have been used for supplemental materials, computers and other technology, field trips and staff development activities for teachers.

Reading Recovery, an early intervention program to assist low-achieving first-time first grade students, was implemented on eight campuses. Six Title I campuses and two non-Title I campuses also use the Reading Recovery program.

## **FINDING**

During the summer of 1995, the Tyler Literacy-Based Classroom Model was implemented using Chapter 1 and state Compensatory Education funds. This program provides a cognitive-coaching training model for teachers and an accelerated instructional program for more than 700 at-risk students in grades one through five and bilingual Pre-K and kindergarten students. The summer program was collaboratively designed to respond to the needs of at-risk students in nine Chapter 1 schools. The curriculum included interrelated components for literacy (reading and writing) and enrichment (mathematics, language development and fine arts). The summer program took place on two elementary school campuses.

An evaluation of the Tyler Literacy-Based Classroom Model is being conducted. The two-phase evaluation is designed to assess student achievement, teacher implementation and organizational outcomes of the Tyler Literacy-Based Classroom Model. A random sample of 100 Chapter I summer school students and 100 Chapter I students who did not attend summer school are being used as the student comparison groups. Ten teachers randomly selected will provide data on implementing the instructional model.

## **COMMENDATION**

**The Tyler Literacy-Based Classroom Model has been designed to assist low-achieving students in increasing reading skills as well as to**

**engage teachers in professional development opportunities using modeling, demonstration teaching, reinforcement and feedback.**

*Career and Technology Education*

**CURRENT SITUATION**

Career and Technology Education (formerly known as Vocational Education) focuses on academic skills and technical skills needed by business, industry and labor for junior high and high school students. The program helps students to be aware of and prepare for job opportunities available to them after graduating from high school, a post secondary institution or from a university. TISD students may enroll in more than 50 courses at the high school level and three courses at the middle school level in the areas of agriculture, business, health science, home economics, industrial and trade technology and marketing.

TISD is a member of the East Texas Tech Prep Consortium and has Tech Prep articulation agreements with three of the seven post-secondary institutions. **Exhibit 4-15** provides information on Tech Prep opportunities for TISD students, community colleges, technical colleges and universities that participate in Tech Prep agreements with TISD.

**Exhibit 4-15  
TISD Tech Prep Opportunities and  
Associated Post-Secondary Institutions  
Fiscal 1993-94**

<b>Tech Prep Opportunities</b>	
Accounting	Fashion Merchandising
Air-conditioning and Refrigeration	Food Production/Culinary Arts
Automotive Technician	Hazardous Materials Management
Aviation Maintenance Technology	Industrial Maintenance Mechanics
Avionics Technology	Instrumentation Technology
Business Management/General Business	Mechanical Engineering Technology
Chemical Technology	Occupational Safety and Health Technology
Child Development	Office Administration/Office Technology
Computer Science	Ornamental Horticulture

Drafting Design Technology	Plant Engineering Technology
Electronics Technology	Plastics Technology
Farm and Ranch Management	Welding
<b>East Texas Tech Prep Consortium Post-Secondary Institutions</b>	
Kilgore College	Trinity Valley Community College
Northeast Texas Community College	Tyler Junior College
Panola College	The University of Texas at Tyler
Texas State Technical College	

*Source: "Tech-Prep: Pathway to Your Future," TISD Student Bulletin Supplement 1993-94*

## FINDING

**Exhibit 4-16** provides student enrollment data for the 1994-95 and 1995-96 school years. The implementation of block scheduling at John Tyler High School and the added emphasis on Tech Prep programs at Robert E. Lee High School and John Tyler High School have resulted in increased student enrollment in career and technology education courses.

**Exhibit 4-16**  
**Career and Educational Technology Student Enrollment**  
**Fiscal 1994-95 and Fiscal 1995-96**

School	Student Enrollment		Percent
	1994-95	1995-96	Increased
Robert E. Lee High	1,642	2,082	21.1%
John Tyler High	1,330	1,803	26.2%
Boulter Middle	112	240	53.4%
Dogan Middle	107	175	38.9%
Hogg Middle	153	222	31.1%
Hubbard Middle	316	326	3.1%
Moore Middle	127	247	48.6%
Stewart Middle	97	153	36.6%
<b>Total</b>	<b>3,884</b>	<b>5,248</b>	<b>26.0%</b>

*Source: TISD - Office of Career and Technology Education*

Of the 3,883 students enrolled in Career and Technology Education classes, 147 of these students participate in the Tech Prep four-year graduation plan. Articulation agreements exist for 26 high school courses in which students earn high school credit while simultaneously earning college credit at Tyler Junior College. Students may earn college credit for nine additional courses at Kilgore Community College. Texas State Technical College also provides TISD high school students college credit for eight high school courses. Representatives from business and industry provide input for courses offerings and curriculum through program area Advisory Councils. Comments from members of the business community were favorable about the quality of Tech Prep students entering the job-market.

## **COMMENDATION**

**TISD's significant increase in the number of Tech Prep courses and articulation agreements offered to the district's students has resulted in increased student enrollment in Career and Technology Education courses.**

### *Gifted and Talented*

## **CURRENT SITUATION**

Gifted and Talented (GT) programs are a provision of special educational services focusing on children who are either handicapped or gifted. The Texas Education Code defines GT students as:

*...a child or youth who performs at or shows the potential for performing at a remarkably high level of accomplishment when compared to others of the same age, experience, or environment who:*

- 1. exhibits high performance capability in an intellectual, creative, or artistic area;*
- 2. possesses an unusual capacity for leadership; or*
- 3. excels in a specific academic field.*

TISD has received a Talent Pool waiver from the TEA for grades K-1 to serve all students instead of only those kindergarten and first grade students who are determined eligible by a test. The Talent Pool is a service delivery option that provides for the total TISD kindergarten and first grade population to receive an enriched curriculum usually provided for the district's gifted students. Two full-time Talent Pool teachers serve five schools each, therefore 10 of the 16 elementary schools are served. The

remaining six schools are served by full-time Gifted and Talented Education (GTE) teachers. Talent Pool teachers use enrichment strategies and techniques with all students in all kindergarten and first grade classes. GTE teachers also act as resources for the regular classroom teacher. The GTE teacher and the regular classroom teacher gather data to identify and place students in the GTE program.

Individual campuses provide GTE services for other elementary students. Several campuses are assigned full-time enrichment teachers who establish group meeting times with the regular classroom teachers. The enrichment teacher meets for 90 minutes once a week with each group. The regular classroom teacher is then responsible for providing an additional 60 minutes per week of instruction using GTE strategies. At other campuses, the identified students are transported to the Clarkston Learning Center for GTE services. At the secondary level, middle and high school students identified as gifted and talented are offered accelerated classes in one or more subject areas.

## FINDING

**Exhibit 4-17** shows the student enrollment in the GTE program for the 1994-95 and 1995-96 school years and also identifies changes in professional staffing for the two school years. During both school years, a full-time coordinator directed the program.

**Exhibit 4-17**  
**TISD Gifted and Talented Education (GTE) Program**  
**Student Enrollment and Staffing**

GTE Service	Student Enrollment		Staffing	Number of Staff	
	1994-95	1995-96		1994-95	1995-96
Talent Pool	All K and 1st grade	All K and 1st grade	Talent Pool teachers	1	2*
Elementary	476	460	Elementary teachers	6	6
Secondary	737	779	Secondary teachers	54 (part time)	51 (part time)

*Source: TISD - Office of Gifted and Talented Education*

*\* A Bilingual teacher was added to serve the Hispanic population.*

The GTE program identified and served more minority students during the 1995-96 school year than the previous year. **Exhibit 4-18** provides data that show the increase in minority enrollment in the GTE program over the last year. Nonetheless, as shown in **Exhibit 4-19**, the ethnic disparity among the gifted and talented students remains high.

**Exhibit 4-18**  
**Comparison of Gifted and Talented Student Enrollment**  
**Fiscal 1994-95 and Fiscal 1995-96**  
**(by Ethnicity)**

<b>Percent Participating</b>					
<b>Year</b>	<b>American Indian</b>	<b>Asian</b>	<b>African American</b>	<b>Hispanic</b>	<b>White</b>
1994-95	.4%	1.3%	12.5%	3.8%	82.0%
1995-96	.3%	1.8%	14.6%	5.6%	77.7%

*Source: TISD - Office of Gifted and Talented*

**Exhibit 4-19**  
**Fiscal 1995-96 Comparison of Gifted and Talented Students**  
**(by Ethnicity to Total Student Enrollment)**

<b>Ethnicity</b>	<b>Percent Served</b>	<b>Percent of Enrollment</b>
African American	14.6%	36.0%
Hispanic	5.6%	18.8%
White	77.7%	44.4%
Other Populations	2.1%	<1.0%

*Source: TISD - Office of Gifted and Talented*

TEA rules concerning participation in educational programs for gifted and talented students state that data and procedures used during the identification process shall be designed to assure that the population of the program for gifted students reflects the population of the total district. TEA staff who work with GTE programs across the state indicated that there are a number of exemplary GTE programs in Texas, where both white and minority students are successfully participating in the programs. Some schools use nonverbal tests to determine eligibility in GTE programs. These tests eliminate any verbal biases that may inhibit participation by minority students.

**Recommendation 27:**

**Develop and implement a plan for increasing the number of minority students served in the Gifted and Talented Education (GTE) program.**

To increase the number of minority students served in the GTE programs, TISD should contact TEA for the names of exemplary school districts, copies of pertinent publications and assistance with designing a program to attract minority participation. This information should serve as a source for TISD to develop a plan for increasing minority participation. Annual goals should be set for increasing minority participation so that the ethnic diversity of the GTE program reflects the student population of the district within five years.

**IMPLEMENTATION STRATEGIES AND TIMELINES**

1.	The Gifted and Talented Coordinator should contact TEA's Division of Gifted/Talented Education for assistance in redesigning a program to increase minority participation.	April 1996
2.	The coordinator should review materials provided by TEA and contact exemplary school districts.	May 1996
3.	The coordinator should develop a plan for increasing participation in the GTE programs with input from parents, teachers, community leaders and the administration.	June 1996
4.	The plan should be presented to the superintendent for approval.	June 1996
5.	Implementation of the plan should begin during the annual budget meetings when goals are set for increasing participation in the program for the 1996-97 school year.	August 1996

**FISCAL IMPACT**

This recommendation can be accomplished with existing district resources.

***Bilingual Education Programs/English as a Second Language (Bilingual/ESL)***

**CURRENT SITUATION**

Bilingual education is a full-time program of dual language instruction that emphasizes the mastery of basic English language skills so that students can quickly participate effectively in the regular school program.

State Board of Education rules adopted in 1981 address the education of language minority students in Chapter 77. Chapter 72, adopted in 1985, reaffirms the mandate for services to bilingual students. Districts must address the language differences of the students they serve.

Students of limited English proficiency (LEP) are those whose:

*...primary language is other than English and whose English language skills are such that the students have difficulty performing ordinary classwork in English. (Texas Education Code, Section 21.452)*

Each district is mandated by Texas Education Code, Section 21.543, to offer two types of special language programs to students. Bilingual programs are full-time dual-language programs that provide basic instruction in the student's primary language as well as a program to teach the English language. English as Second Language (ESL) programs provide intensive instruction in English from teachers trained to instruct students with language differences.

LEP students may receive both bilingual and ESL programs as they progress through the school system in the following manner:

- Bilingual education in kindergarten through the elementary grades,
- Bilingual education, instruction in ESL or other transitional language instruction approved by the agency in post-elementary grades through grade eight and
- ESL Instruction in grades nine through twelve.

To help alleviate the overcrowding of two bilingual campuses, Bonner and Douglas Elementary Schools, TISD transports bilingual students, originally transported to Bonner and Douglas from Jones and Griffin Elementary Schools, to a third bilingual campus, Austin Elementary School. Approximately 60 students have been affected by this change. The result is a reduction in class size at Bonner and Douglas. **Exhibit 4-20** provides the number of students and staff at each campus in TISD that serves Bilingual/ESL students.

**Exhibit 4-20**  
**Fiscal 1995-96 Bilingual/ESL**  
**Students and Staff**

Campus	Students	Teachers	Aides
Austin Elementary (Bilingual)	214	11	7
Bonner Elementary (Bilingual)	351	17	13

Douglas Elementary (Bilingual)	354	18	11
Dogan Middle (Bilingual)	44	1	1
Hogg Middle (ESL)	48	3	1
Hubbard Middle (ESL)	7	1	0
Moore Middle (ESL)	28	1	1
John Tyler High (ESL)	36*	2	2
Robert E. Lee High (ESL)	11	1	0
<b>Total</b>	<b>1,093</b>	<b>55</b>	<b>36</b>

*Source: TISD - Instructional Services  
Exhibit 4-20 does not include 28 students receiving modified instruction for English 1, 2, and 3.*

## **FINDING**

Like many school districts across the state, TISD has a shortage of bilingual elementary teachers. To recruit and maintain bilingual teachers TISD grants a stipend of \$1,000.

The Bilingual/ESL Department, in collaboration with Tyler Junior College Continuing Education, offers a preparation class for the Texas Oral Proficiency Test in Spanish to teachers in need of increasing their communicative skills in the language. In addition, a stipend program for teachers and paraprofessionals working towards bilingual certification is provided for course-work at the University of Texas at Tyler (UTT) and Stephen F. Austin University.

A working relationship between the University of Texas at Tyler English as a Second Language Division and the Bilingual/ESL Department of TISD is being developed that will provide an ESL practice for UTT students at the middle school level. This program will benefit TISD students by providing one-on-one tutorials in oral and written English skills.

To facilitate the transition of intermediate-level ESL students at the middle and high schools to the regular all-English classroom, the Bilingual/ESL Department, in collaboration with the Intercultural Development Research Association (IDRA), is expected to provide intensive training for secondary ESL teachers. This training will involve the integration of language and content instruction through thematic units. Full-day training

is scheduled for November 1995, January 1996 and March 1996. Additional workshops presented by IDRA have been arranged for ESL and bilingual teachers during district in-service dates in October 1995 and February 1996.

Through Title VI funding, bilingual and ESL teachers at the elementary and secondary levels are provided the latest professional reference materials in second language acquisition and bilingual education.

## **COMMENDATIONS**

**TISD has taken measures to secure and train Bilingual/ESL teachers to provide appropriate services to the growing Hispanic population.**

## **FINDING**

A district accreditation report by the TEA Division of Accreditation indicated that on-site visits to low-performing campuses (Dogan and Hogg Middle Schools and John Tyler and Lee High Schools) conducted in October 1995 revealed:

*...a lack of well-researched, defined, and coordinated English as a Second language (ESL) program at the designated campuses and at the district level, despite the growing number of LEP students entering the district. Although campus staff expressed the desire to serve these students, misunderstanding and miscommunication regarding the implementation of the program are evident.*

The TEA review team also noted a lack of placement and exit criteria, as well as a lack of procedures for evaluating program effectiveness and student progress.

The report also stated that long-standing practices of maintaining numerous lower-level courses filled with predominantly minority and economically disadvantaged students overtly express a belief that these lower-level courses will be permanently needed.

### **Recommendation 28:**

**Develop procedures to evaluate effectiveness of the Bilingual/ESL program at each participant school that will include tracking student progress.**

Although the director of Bilingual/ESL provided information on alternative assessment, exit criteria, budgets and enrollment statistics for the program serving Bilingual/ESL students, little, if any, documentation

was provided to suggest that the district is taking measures to determine how effective the program is and/or plans for improving Bilingual/ESL services.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	With the assistance of the assistant superintendent for Instructional Services and the director of Instructional Services, the director of Bilingual/ESL should develop a comprehensive plan to evaluate the Bilingual/ESL program.	April 1996
2.	Administrative staff and faculty at schools providing Bilingual/ESL services should analyze current performance levels of students receiving Bilingual/ESL services and establish goals for future performance levels of students.	August 1996 and Ongoing
3.	The director of Bilingual/ESL should observe model programs and determine strategies for improving TISD programs.	August 1996 and Ongoing

### **FISCAL IMPACT**

Existing district resources can be used to implement this recommendation.

#### ***Adult Evening School***

### **CURRENT SITUATION**

TISD operates an Adult Evening School for persons who seek academic credit, refresher courses or courses for educational enrichment. Students served in the Adult Evening School range in age from 16 to 21, with the majority of students 17 or 18 years of age. TISD students are charged \$60 per course and out-of-district students pay \$75 per course per semester. Any high school credit course is offered if there is sufficient demand for a class.

Courses in English, government, mathematics, typing, arts and crafts, record keeping, business law, consumer economics, sociology, free enterprise, science and general business are regularly scheduled.

TISD facilities at Robert E. Lee High School are used for the adult evening school. Through general revenue funds, TISD teachers are paid an hourly wage above their salary for providing instruction for the Adult Evening School.

### **FINDING**

Student enrollment in the adult evening program has steadily declined over the past five years (**Exhibit 4-21**). TISD employs a director of Adult Evening School (.30 full-time equivalent) based on pay Grade 1 of the administrative salary scale using general revenue funds.

**Exhibit 4-21**  
**TISD Adult Evening Program**  
**Student Enrollment and Students Completing Program**

<b>Year</b>	<b>Enrollment</b>	<b>Completed</b>
1991-92	84	41
1992-93	66	50
1993-94	66	40
1994-95	53	40
1995-96	35	

*Source: TISD - Instructional Services*

Through the East Texas Employment and Training Incorporated program (ETI) TISD also serves students through age 21 by offering both regular diploma and general education development (GED) courses of study. ETI provides academic and life-skills instruction for at-risk students and TISD dropouts. The program provides self-paced instruction to persons needing enhancement and/or general review. The length of time a student is enrolled in the program varies based on the skills demonstrated on the Test of Adult Basic Education administered at entry and the type of training needed for the diploma or GED.

TISD also collaborates with the East Texas Adult Education Cooperative (64 independent school districts within the 12 county area) to offer educational services to any person 17 years of age or older who has completed less than 12 years of education. Using adult and continuing education grant funds, the program offered at the Adult Learning Center of the Tyler Junior College Regional Training and Development Center prepares adults with the skills necessary to obtain a GED such as health, citizenship, homemaking, family planning, community living, and consumer and job education.

TISD also employs a full-time staff member as a special populations coordinator, responsible for the PACE program, an alternative competency-based school program for potential high school dropouts. The PACE program allows students to study independently as they work to achieve 80 percent mastery in their courses. The coordinator for Special

Populations also manages the Tyler Adolescent Parenting Program (TAPP).

The PACE program currently allows students to decide how many courses they wish to work on and how much time to spend on each course each day. Individualized instruction and self-paced learning have been found helpful to adult learners and other students seeking high school course credit or those wanting to improve skills in an academic area of interest.

**Recommendation 29:**

**Modify the current PACE program to serve students who wish to pursue high school course credit during evening hours and eliminate the Adult Evening School.**

Students interested in obtaining high school course credit or those wishing to enroll in courses for personal enrichment during evening hours may best be served in one of TISD's other programs or a modified alternative program that allows students to progress at their own pace. Responsibility for directing an individualized program offered to evening students should be placed under the coordinator of Special Populations. Thus, the position of director of the Adult Evening Program is eliminated.

Minor adjustments in the delivery of the already operational PACE program, such as providing instruction during evening hours and altering schedules of evening teachers, would allow for the delivery of educational services to students previously offered through the Adult Evening School. No tuition should be charged and Average Daily Attendance (ADA) should be claimed for participating students.

**IMPLEMENTATION STRATEGY AND TIMELINE**

1.	The assistant superintendent for Instructional Services should notify the current director of the Adult Evening School of plans to consolidate the adult evening program with programs for special populations.	April 1996
2.	The assistant superintendent for Instructional Services should meet with the coordinator of Special Populations to identify processes to establish an individualized instructional program, modeled after the PACE program, for students to obtain high school credit for courses during evening hours.	May 1996
3.	The assistant superintendent for Instructional Services should present to the board for approval the plan for consolidating the Adult Evening School with other programs currently offered for special populations such as the PACE program.	June 1996

4.	The coordinator of Special Populations should work with teachers to develop individualized instruction for self-paced learning in courses not currently offered in the PACE program, but requested by students enrolled in the Adult Evening School.	June 1996 and Ongoing
5.	The coordinator of Special Populations should develop brochures and other documents to orient students currently enrolled in the adult evening program and prospective evening students in the new format for delivering instruction for high school course credit.	June 1996 and Ongoing
6.	A modified PACE program will serve adult students during evening hours.	August 1996 and Ongoing

### **FISCAL IMPACT**

The recommendation to modify the PACE program to serve students who wish to pursue high school course credit during evening hours can be accomplished within existing resources. Any tuition losses should be offset by an increase in revenue generated by an increase in TISD's ADA.

The current salary of the director of the Adult Evening School is \$7,907 for 183 days (.30 full-time equivalent). Since this is less than 20 hours per week (.5 full-time equivalent), benefits are not provided.

<b>Recommendation</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>
Consolidate the Adult Evening Schools	\$7,907	\$7,907	\$7,907	\$7,907	\$7,907

# Chapter 4

## EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASURES

### **STUDENT SERVICES**

Student Services typically provided in school districts include health, guidance and counseling. Ideally, districts should ensure that student services personnel are available in sufficient numbers to meet students' needs, and that these personnel are dedicating their time to provide the professional services for which they are trained.

### **CURRENT SITUATION**

The current organizational structure for TISD includes a director of Student Services who reports to the assistant superintendent for Administrative Services; a director of Student Information Services, who reports to the assistant superintendent for Instructional Services, and a director of Instructional Services, who also reports to the assistant superintendent for Instructional Services. Each position has responsibility in performing duties related to acquiring, maintaining, analyzing, synthesizing, reporting and disseminating student information that is necessary in the district's mission to deliver educational and related services to students and subsequently evaluate the performance of students.

TISD provides health, guidance and counseling services to students in the district. Health services are administered through Administrative Services by the coordinator of Health Services. Each school in the district has a school nurse.

Guidance and counseling services are administered through Instructional Services by the director of Student Information Services. Each elementary school and each middle school have at least one guidance counselor. The high schools' allocation for guidance counselors is based on a total allocation of administrative/professional positions according to the number of students enrolled. Each middle school and high school must have at least one instructional consultant, one guidance counselor and one assistant principal according to the secondary staffing plan. High school guidance counselors are responsible for all aspects of testing TISD students including test preparation, coordination and administration (TAAS test, reading tests, placement tests, Bilingual/ESL tests).

### **FINDING**

The positions of director of Instructional Services, director of Student Information Services and director of Student Services have similar responsibilities, as reflected in their job descriptions and verified through on-site interviews. **Exhibit 4-22** provides a comparison of job descriptions of the three related positions.

**Exhibit 4-22  
Comparison of Key Job Descriptions**

<b>Director of Instructional Services</b>	<b>Director of Student Information Services</b>	<b>Director of Student Services</b>
Maintains effective liaison with schools and helps them to understand the Academic Excellence Indicator System results, to set school goals and to apply evaluation results.	Systematically and continuously monitors data to ensure that program activities are related to program outcomes; uses these findings for corrective action and improvement.	
Demonstrates appropriate use of student achievement data in interpreting, reporting and acting on results.	Coordinates student information services with related instructional programs to focus on the needs of students.	
Provides data and information as needed and/or requested to teachers, administrators, the board of trustees, and superintendent.	Collects, processes and distributes testing and other data and interprets this information for guidance, administrative and instructional purposes.	
Develop, implement and maintain a statistical process whereby students with different backgrounds and achievement levels can be compared fairly.	Identifies and maintains at-risk and dropout student files at all grade levels.	
	Administers computer-related functions, such as grading, assessment information, attendance and Public Education	Supervises and monitors student records input for PEIMS.

	Information Management Systems (PEIMS).	
		Monitors district and campus attendance.
	Coordinates, develops and maintains the PEIMS data collection process as mandated by TEA.	
<b>Other Responsibilities</b>	<b>Other Responsibilities</b>	<b>Other Responsibilities</b>
Textbook adoption Art, music and P.E. Graduation activities Non-TISD instructional programs i.e., Junior League, zoo trips, Tyler Museum of Art	Guidance services External test data (i.e., SAT, ACT) Exit-level TAAS	Section 504 of the Rehabilitation Act of 1973 which protects the rights of persons with handicaps. Student records: enrollment, health, student behavior, withdrawals, transfers

*Source: TISD - Job Descriptions*

**Recommendation 30:**

**Consolidate the three positions of directors of Student Information Services, Instructional Services and Student Services to two positions of director of Student Services and director of Instructional Services.**

The management of services to students not directly related to the delivery of instruction and the evaluation of student performance should be assigned to the director of Student Services. All responsibilities directly related to the instructional process and resulting student outcomes should be performed by the director of Instructional Services. Each director should have one secretary. **Exhibit 4-23** illustrates the alignment of roles, responsibilities and duties.

**Exhibit 4-23  
Proposed Delineation of Responsibilities and Duties  
for Director of Student Services and Director of Instructional Services**

<b>Director of Student Services</b>	<b>Director of Instructional Services</b>
Section 504	State and District-Adopted Testing
Student Discipline	Disaggregation and Dissemination of Test Data

Health Services	AEIS and PEIMS Data
Student Attendance	Art, Music and Physical Education
Student Records	Special Programs (Bilingual/ESL, Gifted and Talented/Curriculum, Grants/Curriculum
External Research Projects	
Non-TISD Instructional Programs	
Crisis Management Plan	
Summer School	
Guidance and Counseling Services	

### IMPLEMENTATION STRATEGIES AND TIMELINES

1.	The assistant superintendent of Instructional Services and assistant superintendent for Administrative Services, in collaboration with the superintendent, should prepare a plan to consolidate the positions of directors of Student Information Services, Student Services and Instructional Services and redefine the job performance statements for the positions of director of Instructional Services and director of Student Services.	April 1996
2.	The board should approve consolidation of these positions and the revised job descriptions.	May 1996
3.	The director of Personnel should eliminate one secretarial support position and reassign roles and responsibilities to support the directors of Instructional Services and Students Services.	June 1996

### FISCAL IMPACT

Eliminating one director position would provide the district a savings of \$55,341 plus benefits of 16.86 percent for a total savings of \$64,671.

Eliminating the annual salary and benefits of a secretary would save the district a total of \$27,411 (\$22,170 in salary + \$5,239 in benefits).

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Consolidate 3 instructional director positions	\$92,082	\$92,082	\$92,082	\$92,082	\$92,082

## FINDING

In the *Comprehensive Guidance Program for Texas Public Schools: Guide for Program Development Pre-K through 12th grade*, TEA identifies four components for a comprehensive guidance program:

- Guidance Curriculum to help all students develop basic life skills;
- Responsive Services, to intervene on behalf of those students whose personal concerns put their continued personal-social, career and/or educational development at risk;
- Individual Planning System, to guide students as they plan, monitor and manage their own educational career, and personal-social development and
- System Support, which describes management activities which indirectly benefit students.

**Exhibit 4-24** shows the state's recommended time for counselors to spend on each component of the comprehensive guidance program and the actual time spent by TISD guidance counselors. Middle school guidance counselors in TISD reported that they spend an average of 3 percent of their time in developing and implementing a guidance curriculum to assist in developing basic life skills-much less than the state recommendation of 35 to 40 percent. High school guidance counselors in TISD reported that they use 10 percent of their time on developing and implementing a guidance curriculum, which is somewhat lower than the state recommended 15 to 25 percent. Guidance counselors at the middle and high school levels reported that non-guidance activities interfere with the development, implementation and vertical coordination of a guidance curriculum. For example, at one high school guidance counselors reported that their non-guidance activities included the following:

- maintaining and reporting at-risk data,
- preparing the honor roll,
- preparing and maintaining student records,
- reconciling schedule conflicts that occurred due to clerical errors and
- preparing, coordinating, distributing and administering the various tests used by the district (readiness, TAAS placement, reading inventory, Bilingual/ESL, etc.)

**Exhibit 4-24**  
**Percentage of Actual Time Spent on Guidance Components**  
**(by TISD Counselors Compared to State Recommended Percentage)**

<b>Percent of Elementary Counselor Time Compared to State Recommendations</b>
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	<b>Guidance Curriculum</b>	<b>Responsive Services</b>	<b>Individual Planning</b>	<b>Systems Support</b>	<b>Non-Guidance</b>
TISD Average	34%	30%	10%	24%	2%
<b>State Recommended</b>	<b>35% - 40%</b>	<b>30% - 40%</b>	<b>5% - 10%</b>	<b>10% - 15%</b>	<b>0%</b>

<b>Percent of Middle School Counselor Time Compared to State Recommendations</b>					
	<b>Guidance Curriculum</b>	<b>Responsive Services</b>	<b>Individual Planning</b>	<b>Systems Support</b>	<b>Non-Guidance</b>
TISD Average	3%	19%	25%	9%	44%
<b>State Recommended</b>	<b>35% - 40%</b>	<b>30% - 0%</b>	<b>15% - 25%</b>	<b>10% - 15%</b>	<b>0%</b>
<b>Percent of High School Counselor Time Compared to State Recommendations</b>					
	<b>Guidance Curriculum</b>	<b>Responsive Services</b>	<b>Individual Planning</b>	<b>Systems Support</b>	<b>Non-Guidance</b>
TISD Average	10%	29%	28%	10%	23%
<b>State Recommended</b>	<b>15% - 25%</b>	<b>25% - 35%</b>	<b>25% - 35%</b>	<b>15% - 20%</b>	<b>0%</b>

*Source: TISD - Student Information Services*

### **Recommendation 31:**

**Develop a guidance curriculum to incorporate a continuum of counseling services for Pre-K through 12th grade.**

Joint meetings of the counseling and guidance staff should be held to provide a well-planned guidance curriculum and continuum of services as students move through the TISD system. Assistant principals, team leaders and grade level chairs will be required to assume non-guidance functions previously performed by counselors.

### **IMPLEMENTATION STRATEGIES AND TIMELINES**

1.	The director of Student Services should hold joint meetings of the elementary and secondary counseling staffs to provide for a well-planned guidance curriculum to incorporate in a continuum of counseling and guidance services to all students	April 1996
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	as they move through TISD.	
2.	The director of Student Services should establish a regular staff meeting for the entire department to ensure the implementation of the guidance curriculum and continuum of services from Pre-K through grade 12.	Monthly beginning in August 1996
3.	Evaluation procedures should be put in place as the curriculum is implemented.	Ongoing

### **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

# Chapter 4

## EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASURES

### CO-CURRICULAR STAFFING

A school district's staffing budgets and expenditures for its co-curricular programs should be available and readily understood. Since athletics represents a significant portion of co-curricular activities, the overall cost of athletic programs should clearly depict both that portion of teachers' salaries that is dedicated to required instruction and the portion dedicated to athletics.

### CURRENT SITUATION

TISD offers a variety of sports activities for interscholastic participation by both boys and girls. Except for the head football coaches at the two high schools, coaches at the middle and high school levels are paid according to the same salary schedule as teachers, using the degree obtained and the number of years teaching experience to arrive at an individual's salary. Head football coaches, one at each of the two high schools, negotiate their salaries and do not have teaching assignments. All other coaches are assigned teaching duties based on their area(s) of certification. Coaches are provided coaching stipends ranging from \$1,500 to \$6,000, to fulfill responsibilities required in coordinating and implementing a specific sports program.

### FINDING

Unlike most secondary school teachers who are assigned to either four or five instructional periods per day (depending upon whether their school has a six-or-seven period day), many TISD high school coaches teach the equivalent of three or fewer instructional periods per day including physical education classes. Remaining time is spent on athletic periods or planning/conference periods, thus, it takes almost two coaches to provide the same classroom instruction provided by one non-coaching teacher.

The district's two high schools have a total of 52 coaches and 2 head football coaches. Due to current classroom teaching assignment differences between coaches and regular teachers, personnel and operating costs for providing classroom instruction are increased when coaches are used instead of regular teachers.

### **Recommendation 32:**

**Develop a uniform workload whereby coaches teach the equivalent of five of seven class periods, or four of six instructional periods (including physical education) per day.**

Approximately 65 to 70 percent of each coach's day should be spent delivering classroom instruction to students. If a school uses a seven period day, one period should be used for planning, one for coaching responsibilities and the remaining five periods for instruction.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	As part of the policy development process, the board should develop and adopt a policy that all teachers (including coaches) teach at least five instructional periods per day. Physical education may be counted among the periods, but athletic periods in which students are not earning a physical education credit should not be counted toward the minimum period requirement	August 1996
2.	The assistant superintendent of Instructional Services should develop staffing requirements and budgets for the 1996-97 school year based on the newly adopted policy. Reductions in the number of teachers/coaches should be realized through attrition.	September 1996 - August 1997
3.	The assistant superintendent of Instructional Services should implement the new staffing configuration beginning with the 1997-98 school year.	August 1997

**FISCAL IMPACT**

By having each coach, excluding head football coaches, teach the equivalent of five of seven or four of six non-athletic periods per day, 14 fewer coaches/teachers will be required, as shown in **Exhibit 4-26**.

**Exhibit 4-26  
Staffing Impact of Requiring Each High School Coach to Teach At Least Five Non-Athletic Periods**

School	Number Of Coaches*	Non-Athletic Periods Currently Taught By Coaches	Teachers Needed if Coaches Taught Additional Periods
John Tyler**	24	76	19
Robert E.	28	91	19

Lee			
<b>Total</b>	<b>52</b>	<b>167</b>	<b>38</b>

*Source: Derived from TISD Instructional Services Division*

*\* Excludes head football coaches at both high schools who are on assigned salaries rather than teaching contracts.*

*\*\* John Tyler High School has block scheduling and numbers are adjusted accordingly.*

The fiscal impact is calculated by eliminating five positions through attrition per year beginning in the 1996-97 school year based on current attrition rates, and four positions eliminated during 1998-99. For 1996-97, eliminating five positions through attrition will save \$176,030 (\$29,632 average teacher salary plus \$5,574 in benefits); \$352,060 for 10 teachers during 1997-98 and \$598,502 for all 14 teachers during 1998-1999.

<b>Recommendation</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>
Develop uniform teaching workload for coaches	\$176,030	\$352,060	\$492,884	\$492,884	\$492,884

# Chapter 5

## COMMUNITY INVOLVEMENT

- A. Public Information Management
- B. Methods Used to Communicate with the TISD Community
- C. TISD's Relations with Local Colleges and Universities
- D. Community Participation in School-Based Organizations
- E. Parental Involvement Programs
- F. Support Services

Effective community involvement is essentially a function of communication, and as such, depends on an established communication system between the school district and the community. An effective communication system relies on trust, continuity and an established rapport between the district and the community, fostered for example through partnerships with local media, organizations and businesses.

Effective relationships between the district and its community should be guided by a community involvement plan that includes:

- guidelines for parent and business participation in local decision-making processes,
- outreach activities designed to encourage parental involvement,
- methods for recruiting business support for school functions, and
- strategies for communication both with the community (external communications) and within the school district (internal communications).

The efforts each school district takes to involve its community vary and must reflect unique cultural, economic, business, civic and social climates. Particularly important are efforts by the district and community to involve parents, local businesses and minority groups.

To support community involvement, the district uses a variety of outreach interactions, such as partnerships (mentoring and tutoring), parental involvement, advisory committees and coalitions, public relations (including external and internal communications), collaborative planning, school and community events, volunteer programs, bequests and foundations, minority relations, relationships with higher education providers and local government.

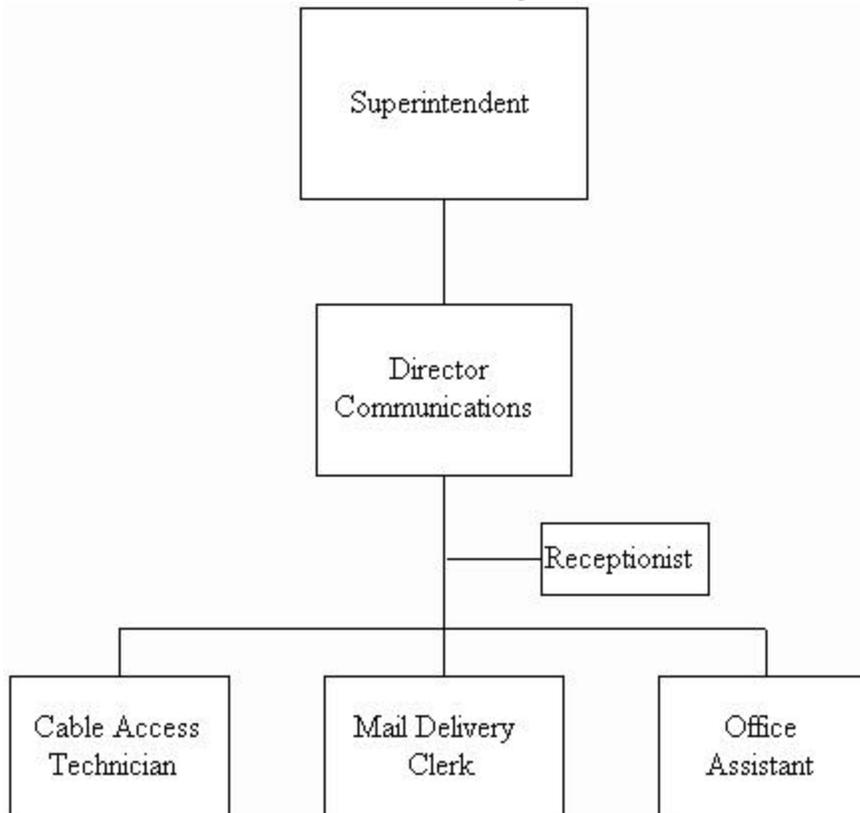
The role of district administration should be to help each school develop and sustain positive relationships within the community. To improve student performance and enhance the learning climate, community and

parental involvement must be coordinated and organized as an integral part of the campus curriculum and extracurricular activities.

## CURRENT SITUATION

TISD community involvement and public relations are centralized and managed through the Communications Office. The Communications Office is managed by a director and includes a receptionist, cable access television technician, mail delivery clerk and office assistant (**Exhibit 5-1**). The office is responsible for public relations, media relations, districtwide telephone services, intra-school mail services and the assembly of board agendas and meeting notices. In addition, the office is responsible for writing the TISD Newsletter for distribution to the community four times a year.

**Exhibit 5-1**  
**TISD Communications Organizational Chart**



The primary program that the Communications Office coordinates is the district Partners-in-Education (PIE) program. This program is coordinated in conjunction with the Tyler Area Chamber of Commerce. An education partnership is a voluntary relationship between a community group and a school group. Potential partners submit an application form to a steering committee of district and chamber of commerce representatives. The

committee matches the community partner to a school partner who then meet to determine their goals and coordinate programs for the year. Any other community programs are coordinated by individual campuses.

The Communications Office reports directly to the superintendent and maintains the following budget (**Exhibit 5-2**):

**Exhibit 5-2**  
**TISD Communications Office**  
**1995-96 Budget**

<b>Category</b>	<b>Amounts</b>
Salaries and benefits	\$212,450
Materials and Supplies	\$75,450
<b>Total</b>	<b>\$287,900</b>

*Source: TISD - Office of Communication's*

# Chapter 5

## COMMUNITY INVOLVEMENT

### PUBLIC INFORMATION MANAGEMENT

#### CURRENT SITUATION

The director of Communications is responsible for coordinating the superintendent's regular meetings with principals and teachers, as well as meetings with local media. The responsibility also includes the development of the annual TISD school calendar, special publications and the TISD Newsletter that is published in the *Tyler Courier Times Newspaper* four times a year. The Communications Office also serves as the contact for outside media regarding instructional programs, personnel, board agendas and general district information.

#### FINDING

The school board, through the Communications Office, does not effectively communicate with the community. For example, the U.S. Department of Justice letter (Appendix G) about the proposed attendance boundary changes and facilities projects was withheld from the community for more than seven months. Because the board withholds information on occasion, the community's trust in the board is undermined. Focus group participants stated that the board has not adequately communicated with the community.

#### **Recommendation 33:**

**Conduct quarterly public forum meetings to encourage community involvement.**

The TISD board should conduct these open forums to encourage trust and cooperation among community members. In addition to allocating time for public comments, community members should be encouraged to submit their reactions to issues discussed in the quarterly public forums in writing to the board. The month following the public forum meeting, the board should publish a response in a special edition of the quarterly newsletter.

#### IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The board should organize and schedule a quarterly public forum meeting.	March 1996 - April 1996
2.	Once scheduled, the board should advertise and conduct the	May 1996

	quarterly public forum meeting.	
3.	The board should respond to community concerns by issuing a response through the quarterly newsletter.	June 1996

### **FISCAL IMPACT**

No fiscal impact is associated with this recommendation.

### **FINDING**

The Communications Office lacks a community outreach plan to direct its efforts. While communication with the media is an important and vital function, the office does not have a plan or established guidelines for community outreach for the district as a whole or for individual campuses. Campus principals, teachers and parents operate independently without centralized direction and coordination from the Communication's Office. As a result, there is a wide range of programs and publications offered by the different schools. These programs include Parent and Teacher Organizations (PTO), special fundraising events, parent and student volunteer tutors and mentors, booster clubs and partnerships with outside organizations and businesses.

Additionally, TISD lacks an active outreach program for parental involvement among minority groups within the community. Hispanic and African American parental involvement is low. The public input phase of this review identified segments in the African American and Hispanic communities that perceive the district to be unresponsive to their needs. For example, the Hispanic community members pointed out that the district publishes little information in Spanish and district meetings are held outside the Hispanic community, which limits their involvement.

The 1970 desegregation order established a biracial committee composed of white and African-American community members to address the desegregation issues in the community, but the committee has been inactive for several years.

### **Recommendation 34:**

**Design and implement an effective outreach plan for the community that includes reactivating the biracial committee established by the desegregation order, and expanding the committee to include Hispanic members of the community.**

The outreach plan should establish guidelines for notifying the public of district events. The plan should be developed with the assistance of the

Region VII Site Based Decision-Making (SBDM) representative for the region. The plan should include the date and the method for distributing information to the public. The plan should address all facets of the community, including area businesses, churches and organizations. The plan should identify target groups in the community that could be more involved and develop outreach strategies for these community members.

For individual campuses, the plan should include strategic planning goals and SBDM activities to involve campuses in a comprehensive and effective district outreach program. The plan should address methods of communication with parents, volunteers and businesses in the community. The plan also should include methods of communicating outreach activities among campuses in the district. Campuses would be aware of what other campuses are doing and may encourage campuses to coordinate more on outreach activities. This would allow campuses to provide a more consistent and coordinated effort directed towards outreach activities in the district.

A community outreach committee should be established for the Tyler community, and should report directly to the superintendent. The committee should include leaders in the minority community such as representatives from the National Association of Colored People (NAACP) and the League of United Latin American Citizens LULAC), Interfaith, Communities on Patrol (COPS) and any other groups that bring ethnic groups together in the Tyler area.

In addition, the district should offer support to minority organizations in the community. For example, one way would be to coordinate educational programs with the Tyler Hispanic Center. The center provides English and Spanish language classes, tutoring and information to the Hispanic community. At the very least, the district should have a representative at the Hispanic Center to discuss district activities and attempt to encourage more parents and citizens to participate in district activities.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	<p>The director of Communications, in conjunction with the Region VII SBDM representative and campus representatives, should develop a formal community involvement plan.</p> <ul style="list-style-type: none"> <li>• The plan should establish methods and dates of communication with all local community groups.</li> <li>• The plan should include provisions for the board to create a community outreach committee and recruit leaders from the minority community, including, but not limited to advocacy groups in Tyler such as the</li> </ul>	
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	NAACP, LULAC, COPS, and Interfaith	
2.	The plan should be submitted to the board for approval.	July 1996
3.	The plan should be implemented for the coming school year and updated every year as programs and community involvement changes.	August 1996 and every year thereafter
4.	The committee should meet regularly with the superintendent to discuss strategies for increased minority involvement in TISD.	June 1996 and ongoing
5.	The committee should participate in school activities and have an opportunity to influence decisions of site-based councils.	June 1996 and ongoing

### **FISCAL IMPACT**

No fiscal impact is associated with this recommendation.

### **FINDING**

The Partners in Education (PIE) committee does not attempt to channel business partners to underserved TISD campuses. Campuses do not have an equal number of business partners. While the PIE program has been successful in recruiting business volunteers, its success varies by campus. **Exhibit 5-3** illustrates the number of business volunteers at each campus.

**Exhibit 5-3**  
**1994-95 Number of Partners in Education**  
**(by Campus)**

<b>School</b>	<b>Number of Business Partners</b>
<b><i>ELEMENTARY SCHOOLS</i></b>	
Austin	9
Bell	11
Birdwell	3
Bonner	3
Clarkston	7
Dixie	2
Douglas	5
Gary	5

Griffin	20
Jones	8
Orr	5
Owens	6
Peete	3
Ramey	7
Rice	6
Woods	11
St. Louis School	17
Camp Tyler	10
<b><i>MIDDLE SCHOOLS</i></b>	
Boulter	8
Dogan	4
Hogg	4
Hubbard	4
Moore	14
Stewart	7
<b><i>HIGH SCHOOLS</i></b>	
Lee	13
Tyler	8
<b>Total</b>	<b>200</b>

*Source: TISD - Communications Office*

**Recommendation 35:**

**Attempt to evenly assign business partners in the Partners in Education (PIE) program to campuses throughout the district.**

The PIE Steering Committee should ensure that campuses receive about the same of number of business partners. If some businesses do not agree with their campus assignment, the PIE Steering Committee should work with campuses and businesses and attempt to make even assignments or

reassign business partners and campuses that are willing to work together. This approach would ensure a more balanced distribution of business partners so that all campuses receive similar benefits in terms of volunteer hours and in-kind donations.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The PIE Steering Committee should review and evaluate the distribution and assignment of business partners to campuses.	March 1996
2.	The steering committee working with local business should reassign business partners to attain a more balanced distribution.	April 1996
3.	As new partners submit application forms, the steering committee should ensure that assignments are based on the number of business partners already assigned to campuses.	May 1996

**FISCAL IMPACT**

No fiscal impact is associated with this recommendation.

**FINDING**

While the Communications Office is aware of some district activities and promotes those, the office has not promoted nor addressed important issues such as at-risk students, dropout rates, increased diversity and enrollment and test scores. Many community members felt that although the quality of education at TISD was good, the local private schools were better marketers of their services than TISD. There are currently no measures in place to monitor the performance of public relations activities in TISD.

**Recommendation 36:**

**Monitor the performance of public relations and communications activities.**

TISD should develop measures to monitor performance in the areas of budget, media and community perceptions, information availability, and community concerns, etc. The director of Communications and the superintendent should regularly monitor and report to the board on the performance of public relations activities.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Communications should develop performance	March
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	measures and report them periodically to the superintendent and the board.	1996
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**FISCAL IMPACT**

No fiscal impact is associated with this recommendation.

# Chapter 5

## COMMUNITY INVOLVEMENT

### METHODS USED TO COMMUNICATE WITH THE TISD COMMUNITY

#### CURRENT SITUATION

TISD maintains a cable access television department responsible for developing videos, commercials and other promotional efforts. In addition, the district maintains a local access television channel to broadcast board meetings, district promotional videos and district and campus announcements.

#### FINDING

TISD effectively uses television and newsprint to promote the district. TISD develops and airs several television commercials promoting the district throughout the year. Examples of television commercials include the Teacher of the Year Award, the International Baccalaureate program, technology programs, special programs and the bilingual program.

#### COMMENDATION

**TISD is commended for using a public education channel to broadcast school board meetings and various campus announcement and upcoming TISD events.**

Monthly board meetings are televised as are various campus announcements and district events. For example, Griffin Elementary produces a 10 minute segment entitled "Story Time" on MGG Channel 2 each Friday in which a story is read by a student. Students also broadcast news and sports three times a day, Monday through Friday on Channel 2.

#### FINDING

The TISD community involvement program lacks periodic communication tools, such as a regular monthly newsletter and brochures, targeted directly for the community. While a quarterly newsletter is printed in the *Tyler Courier Times*, district events occur more frequently and the quarterly newsletter does not alert the community to immediate upcoming events and programs.

#### **Recommendation 37:**

**TISD should develop a monthly community newsletter, mass-mailed to community businesses and organizations.**

Regular newsletters would help the district reach segments of the community not reached through newspapers and television publicity. The newsletter should contain brief highlights of the district's activities, with the telephone number of the Communications Office prominently displayed so the public can call to obtain additional information. Each newsletter should feature a special community partner who has contributed time and donations to TISD schools. This would provide greater visibility to the district, greater community awareness and understanding of school needs and enhance support and involvement in the schools.

In addition, the newsletter should highlight various district programs and the opportunities available to participate in the programs. This newsletter would serve as an informational tool to new businesses and community members in the area and provide information to new residents through the Chamber of Commerce.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Communications should produce a monthly TISD community newsletter.	September 1996
2.	The director of Communications should request existing partners to sponsor printing the community newsletter.	September 1996 and ongoing
3.	The director of Communications should coordinate with area businesses to display the district newsletter.	September 1996 and ongoing

**FISCAL IMPACT**

The cost of printing and distributing a monthly community newsletter is about \$1,000 per month for printing and postage, or \$12,000 annually.

<b>Recommendation</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>
Distribute a monthly newsletter	(\$12,000)	(\$12,000)	(\$12,000)	(\$12,000)	(\$12,000)

# Chapter 5

## COMMUNITY INVOLVEMENT

### **TISD'S RELATIONS WITH LOCAL COLLEGES AND UNIVERSITIES**

#### **CURRENT SITUATION**

For the past five years, the TISD has coordinated with the Tyler Junior College (TJC) and the University of Texas at Tyler (UTT) in various district educational programs. Programs assist both students and teachers advance their educational goals.

#### **FINDING**

TISD works closely with local colleges and universities to encourage district teachers to enhance their teaching methods while obtaining advanced degrees. In addition, TISD works with local colleges to prepare college-bound and career and technology students for the future. TISD and the TJC offer a dual-credit program for qualifying high school juniors and seniors. The college and district identify high school courses that are contracted out to the junior college and students receive both college and high school credit simultaneously. Students can receive up to 15 semester hours of college credit before they graduate from high school. Courses include air conditioning, welding, accounting, keyboarding, computer science, electronics, child development, speedwriting, business computer applications, construction graphics, manufacturing graphics and others.

TJC, TISD and the Mental Health and Mental Retardation (MHMR) department have formed a consortium to mentor at-risk students. The program uses college students to work one-on-one with at-risk youth and mentor them in homework and other activities. All college mentor students are paid a stipend for assisting at-risk students.

UTT has helped the district sponsor student and teacher programs. For example, a literacy-based training program was sponsored for at-risk students. About 700 students participated and 54 teachers were trained in the program. In addition, a program has been initiated entitled "Project 2000," which was established in conjunction with the university's master's degree program for TISD teachers. District teachers who want to pursue a master's degree attend UTT, and TISD and the university split the cost of tuition.

#### **COMMENDATION**

**TISD is commended for maintaining strong ties to local colleges and universities and using the relationship to enhance both student and teacher education experiences.**

# Chapter 5

## COMMUNITY INVOLVEMENT

### COMMUNITY PARTICIPATION IN SCHOOL BASED ORGANIZATIONS

#### CURRENT SITUATION

While a comprehensive record of community participation in school-based organizations is not available, some campuses are involving important community members in their education programs.

TISD is working with the East Texas Employment and Training Center, a partially funded Job Training Partnership Act Program (JTPA) for dropouts seeking a high school diploma. The program offers students, who have been unsuccessful in the regular high school program or alternative education program, tutoring and TAAS test preparation so students can graduate with a high school diploma or general equivalency diploma (GED). TISD contracts with JTPA and pays for students to attend the program with money received from the state based on average daily attendance. The program has had 50 students participating at a cost of \$75,000.

TISD maintains a Partnership for Accelerated Education (PACE) program, an alternative high school program for students who have been unsuccessful in regular high school.

Criteria for enrollment is for students who have failed two or more subjects in a semester; have dropped out of school for more than a semester; have been retained one or more times; and/or are over-age; are a pregnant or parenting teen and have completed all graduation requirements except for passing the TAAS test. Last year, the program served 250 students and 47 graduated from the program.

A program started at Griffin Elementary allows students to gain experience in operating and working in the school's business society called "Tiny Tech Town." The project is sponsored by a TEA grant. Project LOVE (Learning Opportunities through Vocational Education) is designed to integrate academics with vocational learning and gives students the sense of responsibility it takes to run a business. Project LOVE is also geared to develop early leadership abilities and enthusiasm for school as students experience success in job-related activities. In addition, cooperative partnerships are established with businesses, such as Nations Bank, TB Butler Publishing Company, the U.S. Post Office, Brookshire Store, Wal-Mart, UT-Tyler and Region VII.

In addition, the district has the TISD Foundation, an independent, community-based, non-profit organization, whose mission is to promote excellence in education by developing and sustaining financial and non-financial support from the private sector to benefit the public schools in the district. The foundation was started in 1991 by leaders from the business and education communities, and its primary objectives are to fund innovative educational programs that cannot be provided with district funds; foster community support for TISD public schools; and increase the involvement of parents in the educational process of their children.

The TISD Foundation currently funds three programs in the district: The Teacher Incentive Grant Program, a Scholars Program and a Parent Education Program. The Teacher Incentive Grant Programs provides teachers with resources to explore new teaching techniques and develop creative classroom projects that will enhance students' use of textbooks. Grants of up to \$500 are awarded twice a year to teachers on a competitive basis.

**Exhibit 5-4** illustrates the Teacher Incentive Grant Programs funded for fall 1994.

**Exhibit 5-4  
Teacher Incentive Grant Programs Funded  
Fall 1994**

<b>Campus</b>	<b>Program Funded</b>
Bonner Elementary	"Reading for Proficiency"
Hubbard Middle	"Real World Math"
Clarkston Elementary	"Ditto Buster"
Bell Elementary	"Moving Makes a Difference"
Hubbard Middle	"Literature Links- Double L Project"
Bell Elementary	"Learning Styles of the Young and Successful"
Gary Elementary	"Learning Through Literature"
Hubbard Middle	"Be An Inventor"
Dixie Elementary	"Take Home Bags"
Dixie Elementary	"Native American Music: Combining Literature, Legend and Ceremony"
Camp Tyler	"Roping in Higher Level Thinking Skills"

Owens Elementary	"Bigger is Better"
Hogg Middle	"Lights, Camera, Action: Student Video Productions"
Tyler High	"The S3 Team (Saturday Science Students)"
Bonner Elementary	"PEP- Physical Education Parents"
Birdwell Elementary	"Whole Language Approach to Discovering New Worlds Through Literature"

*Source: TISD - Foundation information*

The TISD Foundation Scholars Program is designed to motivate and assist those students who have exhibited the potential to become National Merit Scholarship Semi-Finalists. This program offers specialized classwork for top-performing tenth grade students. Status as a National Merit Scholarship Semi-Finalist is determined by scores on the Preliminary Scholastic Aptitude Test (PSAT) administered in the junior year.

**Exhibit 5-5** and **Exhibit 5-6** lists the year, number of Teacher Incentive Grants and Parent Education Grants and award amounts funded to date.

**Exhibit 5-5  
TISD Foundation Teacher Incentive Grants Awarded**

<b>Year</b>	<b>Number of Grants</b>	<b>Award Amount</b>
1992-93	30	\$15,000
1993-94	42	\$21,000
1994-95	32	\$16,000
1995-96	32	\$16,000
<b>Total</b>	<b>136</b>	<b>\$68,000</b>

*Source: TISD - Foundation information*

**Exhibit 5-6  
TISD Foundation Parent Education Grants Awarded**

<b>Year</b>	<b>Number of Grants</b>	<b>Award Amount</b>
1992-93	4	\$4,000
1993-94	6	\$6,000

1994-95	5	\$5,000
1995-96	5	\$4,500
<b>Total</b>	<b>20</b>	<b>\$19,500</b>

*Source: TISD - Foundation information*

The Parent Education Program consists of Parent Education Grants and the Parent University. The Parent Education Grant Program provides grants of up to \$1,000 each on a competitive basis to individual campuses to meet the needs of that campus. Each campus is challenged to initiate a plan to increase parents involvement. The Parent University provides several informational sessions led by local professionals on a variety of parenting issues. Sample topics include communicating with your child, surviving high school, steps to help children succeed, the gifted and talented, parenting issues for at-risk youth, gangs in Tyler and increasing children's self-esteem.

**Exhibit 5-7** illustrates the Parent Education programs funded by campus for 1994-95.

**Exhibit 5-7  
1994-95 Parent Education Grants Funded**

<b>Campus</b>	<b>Program Funded</b>
Gary Elementary	"Growing - By the Day"
Special Services Annex	"Putting Parents Back in Control"
Boulter Middle	"Parents, Educators and Community Combating Violence"
Bell Elementary	"Parents Make a Difference, Too!"
Birdwell Elementary	"Parents Can Make a Difference"

*Source: TISD - Foundation information*

**FINDING**

The TISD Foundation is an established and well-received community organization. Focus group participants agreed that the foundation is a strong resource group in the district. The foundation can help assist campuses financially with classroom projects and parent programs.

## COMMENDATION

**TISD is commended for supporting the TISD Foundation and using the relationship to enhance the educational experience of both teachers, students and parents in the community.**

## FINDING

TISD campuses have been recognized statewide and nationally for their achievements in academics, athletics and extra-curricular programs.

**Exhibits 5-9, 5-10 and 5-11** provide a partial listing of district achievements by campus.

### **Exhibit 5-8 Partial Listing of District Achievements 1993-94 through 1994-95**

<b>District</b>	<b>Superintendent invited to participate in the Lamar University Superintendents Academy.</b>
	Four elementary principals were selected for the Texas Elementary Principals and Supervisors Association Academy.
	SAT scores 45 points over state average and 29 points over national average.
	Executive Director of Elementary Education was selected by the Texas Elementary Principals and Supervisors Association (TEPSAN) to represent Region VII as TEPSAN of the Year for 1994-95.

*Source: TISD - Office of Communications information*

### **Exhibit 5-9 Partial Listing of Elementary School's Achievements 1993-94 through 1995-96**

<b>Rice Elementary</b>	Achieved Recognized status for student performance in 1994-95.
	December 1994, two teachers received Technology grants.
	A teacher was selected as one of ten recipients of the national "Discovery Network's Teacher Recognition Program" for innovative instructional use of commercial-free television and commitment to excellence in education.

<b>Douglas Elementary</b>	Third grade students in 1994-95 scored in the 76 percentile on TAAS math while the district average was in the 70 percentile in 1994-95.
<b>Bonner Elementary</b>	December 1994, won the Texas Successful School Award for improvement of TAAS scores and received \$8,394.
<b>Orr Elementary</b>	1993-94 won \$43,000 for TAAS test score improvement from TEA.
	1993-94 won 1 <sup>st</sup> in fourth grade District Writing Contest.
	1994-95 won 2 <sup>nd</sup> in third grade Regional Spelling Bee.
<b>Bell Elementary</b>	<p>1994-95 Technology grants received for:</p> <ul style="list-style-type: none"> <li>• <i>I See and Hear, We See and Hear, We Learn;</i></li> <li>• <i>Dialoguing with Authors Along the Superhighway;</i></li> <li>• <i>Developing a Literacy Portfolio;</i> and</li> <li>• <i>Real Writing, Real Reading, Real Gain.</i></li> </ul>
	<p>1994-95 teacher grants received for:</p> <ul style="list-style-type: none"> <li>• <i>Literacy Location;</i></li> <li>• <i>Moving Makes a Difference;</i> and</li> <li>• <i>Celebration Station.</i></li> </ul>
	<p>1995-96 teacher grants received for:</p> <ul style="list-style-type: none"> <li>• <i>Reach Out and Touch Someone;</i> and</li> </ul> <p><i>Completing the Missing L.I.N.C. (Locomotion, Integration, Neurological Connection).</i></p>

*Source: TISD - campuses supplied information*

**Exhibit 5-10**  
**Partial Listing of Secondary School's Achievements**  
**1993-94 through 1994-95**

<b>Moore Middle</b>	Drug Free Youth In Texas. Largest secondary school in the U.S. to remain drug free for 3 years (teachers, staff and students tested) in
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	1992-93, 1993-94, and 1994-95. Invited to White House to receive National Drug Free Schools Award in 1992-93.
	Recognized by State Board of Education for TAAS improvement in 1989-90.
	Received Scholastic Gains Award - Governor's Excellence in Education Committee in 1990-91.
	Received Successful Schools Award - Governor's Excellence in Education Committee in 1993-94.
	Students earned highest TEAMS scores, top 10% of schools in Texas in 1989-90.
<b>Hubbard Middle</b>	Principal presented the 1995 " <i>Excellence in Education Award</i> " by the Texas Women's Alliance.
	Principal installed as Texas Middle School Association President in February 1995-96.
	Received 1994-95 Successful School Award - Significant Gains.
	1994-95 Math Counts Competition - 1 <sup>st</sup> place Individual in East Texas.
	1994-95 Duke Talent Search - State and Grand National recognition. Seventh grader scored a perfect 800 on SAT math.
<b>Lee High</b>	English Advanced Placement Special Recognition Award in 1994.
	1994 State of Texas Award - Biology Teacher of the Year.
	1994 State School Board's - Celebrations of Educational Excellence Award.
	1995 National Biology Teachers' Award Biology Teacher of Texas.
	1995 Advanced Placement Biology: National Model Curriculum.
	1996 a teacher received the Texas Excellence Award for Outstanding High School Teachers.
	Academic Decathlon 1994-95 Region VII Champions - Advanced to State.
	Varsity cheerleaders placed 14 <sup>th</sup> for their division in the National Cheerleading Association Championships in 1994-95.
	Teacher received the Senior High School Art Educator of the Year award for the state of Texas in 1994-95.

	1994 a teacher received a journalism award from the Texas Press Women's Association.
	One-act play club advanced to the state meet in Austin in 1994-95.
<b>Tyler High</b>	1993-94 acceptance into the International Baccalaureate Program.
	1994-95 State 5A Football Championship.
	1994-95 5A Regional Boys Basketball Championship.
	April 1995 the choir won the "Sweepstakes" trophy in the annual University Interscholastic League Concert and Sightreading competition.

*Source: TISD - campuses supplied information*

## **COMMENDATION**

**TISD is commended for having campuses that are recognized statewide and nationally for their academic, athletic and extra-curricular programs that they sponsor.**

## **FINDING**

Community participation varies by campus. District campuses must independently coordinate all community involvement activities and must work with other campuses to coordinate the dissemination of community involvement information. Principals and campus organizations are responsible for coordinating the involvement of the community in their programs. The Communications Office does not coordinate any school-based programs.

The Communications Office does not provide a central point of coordination for community activities on campuses. For example, when the review team requested comprehensive information on district community programs, the office contacted individual campuses to obtain the information. Moreover, the office is not tracking and monitoring any campus community programs to gain information such as number of volunteers, program hours, types of programs and the value of monetary or in-kind donations. **Exhibit 5-11** illustrates a partial listing of community program information that was provided by campuses.

Furthermore, based on information received by individual campuses, some campuses are also not tracking community involvement information such as number of volunteers, volunteer hours and in-kind donations (**Exhibit**

5-11). District community program information is not coordinated, centralized nor tracked consistently.

**Exhibit 5-11**  
**Partial Listing of Programs, Number of Volunteers,**  
**Hours and In-Kind Donations**

<b>Program Name</b>	<b># of Volunteers</b>	<b>Volunteer Hours</b>	<b>In-Kind Donations</b>
PTA	1,576	615	\$ 5,100
Mustang Posse	n/a	100	\$ 1,000
Partners In Education	n/a	60	n/a
Booster Club	15	750	n/a
IB Parents	150	1,000	n/a
Jr. Achievement	12	949	n/a
Parents/Volunteers	80	2,879	n/a
Championship Banquet and Parade	25	2,500	\$22,000
Tutoring	15	1,460	n/a
School Supplies/Donations	n/a	278	\$22,233
Big Brother/Big Sister	n/a	50	n/a
Reading	n/a	230	n/a
English as a Second Language	n/a	775	n/a
Field Trips	170	15	\$ 382
Head Start	n/a	800	\$ 9,795
Project LOVE	n/a	n/a	n/a
<b>Total</b>	<b>2,029</b>	<b>12,461</b>	<b>\$ 60,510</b>

*Source: TISD - campuses supplied information*

*Note: N/A = Information not available from the district.*

**Recommendation 38:**

**Develop a TISD school volunteer program to coordinate and track major volunteer efforts by campus.**

The volunteer program should be responsible for tracking and monitoring all volunteer activities, the number of volunteers, volunteer hours and volunteer donations (monetary and in-kind). The program should track all community involvement activities by parents, organizations and businesses. Monthly and annual performance reviews should be conducted to ensure that campuses with low numbers of volunteers are supplemented with volunteers from the community. Monthly and annual monitoring of program activities ensures that volunteers are recognized and encouraged to continue in the programs. Community volunteers also supplement paid staff hours because volunteers can work in various places where paid employees are now used.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Communications should coordinate with campus principals on program activities, volunteer hours and volunteer donations.	March 1996
2.	The director of Communications should compile district volunteer program information monthly to monitor and track program activities.	April 1996
3.	Campus principals should submit volunteer program information monthly to the director of Communications.	May 1996
4.	The director of Communications should perform monthly and annual performance reviews of volunteer programs to ensure campuses have sufficient volunteers.	June 1996

**FISCAL IMPACT**

The district may incur some administrative costs involved in implementing a volunteer program. However, this recommendation could achieve savings to offset these costs if time spent by paid employees can be supplanted with community volunteers. Therefore, no costs or savings are estimated for implementation of this recommendation.

# Chapter 5

## COMMUNITY INVOLVEMENT

### PARENTAL INVOLVEMENT PROGRAMS

#### CURRENT SITUATION

TISD's Parent Teacher Organizations (PTOs) are considered the strongest parental-involvement groups in the community. PTOs assist campuses with mentoring programs and fundraising activities. Some campuses have won wards for their PTO programs, such as Owens Elementary, Stewart Middle School, Woods Elementary, Hubbard Middle School and Rice Elementary. Not all district campuses maintain strong parent organizations. The level of involvement and types of programs vary by campus.

#### FINDING

The degree of parental involvement in the PTOs varies by campus. The level of involvement depends on principals, parents and PTO members. Some campus PTOs have improved parental involvement rates by networking with each other. In addition, some principals offer door prizes to the class with the most parents attending a PTO meeting.

#### **Recommendation 39:**

**Develop incentives for parents to attend PTO meetings, such as door prizes, that could include restaurant certificates, grocery certificates and movie passes donated by area merchants.**

#### IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Communications should solicit input from all principals and PTO representatives for suggestions on incentive programs.	March 1996
2.	The director of Communications in conjunction with campus PTOs should determine various incentives to offer.	April 1996
3.	The director of Communications should ask area businesses to donate prizes.	May 1996
4.	The director of Communications should publicize incentive programs in the monthly community newsletter.	June 1996

#### FISCAL IMPACT

Donations and incentives such as door prizes are to be solicited from local businesses.

## **FINDING**

TISD provides a School/Home Connection program that helps parents develop ways to ensure students successfully complete homework assignments. The program is in its second year and is funded by the Title 1 program, the program is currently at nine elementary schools and three middle schools. The objectives are to provide training for parents to ensure successful results in working with their children; relieve the frustration of parents and students in completing their homework; to empower parents as teachers; to improve the achievements of students; and to present parents with experience to enhance the school-home relationship. The program will be offered at the remaining elementary and middle schools within the next two years.

In addition, **Exhibit 5-7** lists the TISD Foundation Parent Education Grants funded to various TISD elementary and middle schools. For example, the Special Services Annex received funding for its program entitled "Putting Parents Back in Control" while Bell Elementary received funding for a program entitled, "Parents Can Make a Difference." Boulder Middle received funding for a program entitled, "Parents, Educators and Community Combating Violence."

## **COMMENDATION**

**TISD is commended for sponsoring parent education programs in the district that allow parents to be involved in their children's education.**

# Chapter 5

## COMMUNITY INVOLVEMENT

### SUPPORT SERVICES

The following section discusses the support services provided by the Graphics Reproduction Services (GRS) department of TISD. GRS reports directly to the assistant superintendent of Administrative Services.

### CURRENT SITUATION

The Graphic Reproduction Services (GRS) Department serves as the copy center for TISD and fills almost all of its special printing needs. According to GRS staff, the department was established during the 1969-70 school year to improve quality, efficiency and cost effectiveness of printing and graphics services. After a districtwide study in the 1974-75 school year, TISD developed plans to standardize all operational and educational forms. In the 1994-95 school year, GRS printed about 13 million copies for 27 TISD schools and provided support to various other administrative efforts (**Exhibit 5-12**).

**Exhibit 5-12**  
**GRS Customers and Scope of Services**

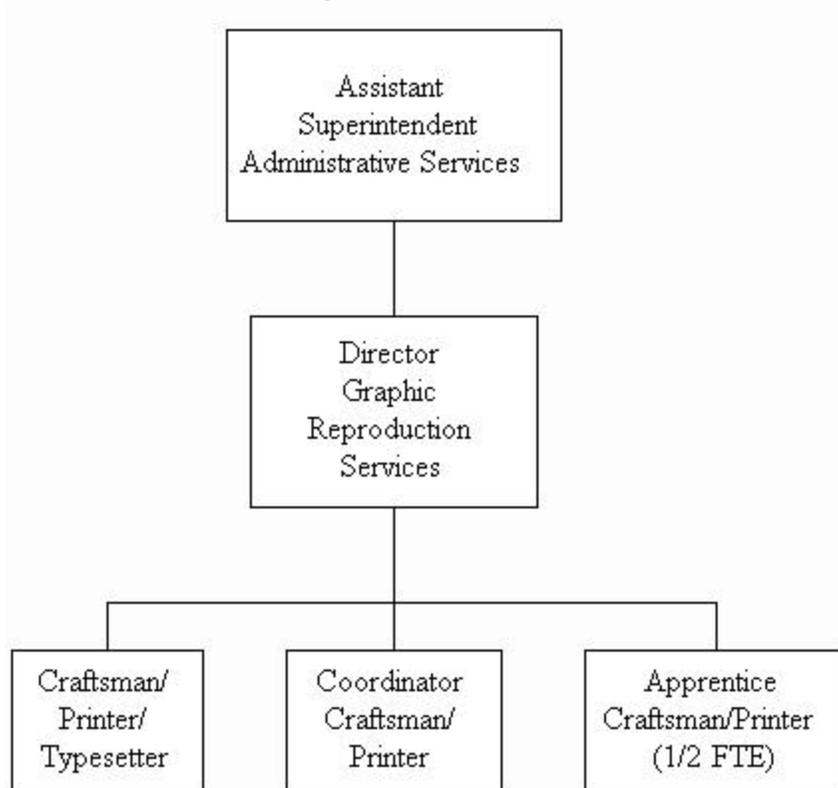
Areas Served By GRS	Summary of Printing Jobs
<b>27 TISD schools</b>	<ul style="list-style-type: none"> <li>• School brochures and newsletters</li> <li>• Progress reports</li> <li>• Curriculum guides</li> <li>• Daily operational forms</li> </ul>
<b>Superintendent's Office</b>	<ul style="list-style-type: none"> <li>• School board agendas</li> <li>• Board election documents</li> <li>• Letters and memos</li> </ul>
<b>Administrative Services</b>	<ul style="list-style-type: none"> <li>• Brochures</li> <li>• Principal report forms</li> <li>• Contracts</li> </ul>
<b>Business Services</b>	<ul style="list-style-type: none"> <li>• Budget and accounting forms</li> <li>• Purchase orders and work orders</li> <li>• Personnel handbooks</li> <li>• School menus</li> </ul>

	<ul style="list-style-type: none"> <li>• Free lunch applications and contracts</li> </ul>
<b>Instructional Services</b>	<ul style="list-style-type: none"> <li>• Student behavior policies</li> <li>• Tests and surveys</li> <li>• Business cards</li> <li>• Letter heads</li> <li>• Grant Proposals</li> <li>• Course guides</li> </ul>

Source: TISD - GRS Department

The GRS currently employs three full-time printers, one apprentice printer, one part-time student apprentice printer through the high school work program and two part-time summer students working through a state and federal grant. **Exhibit 5-13** illustrates the organizational structure of the GRS.

**Exhibit 5-13**  
**TISD Graphic Reproduction Services**  
**Organizational Chart**



GRS prints a variety of forms. The department operates a typesetting machine, color copy machine and other equipment to meet current printing needs. GRS operates on an annual budget and is reimbursed for services using an internal service fund. The Budget and Accounting Department handles payment of all invoices and revenues received by GRS through this fund. **Exhibit 5-14** shows the expenditures for fiscal year 1994-95. GRS expenses vary with production, and the price of each printing request is covered through an internal service fund.

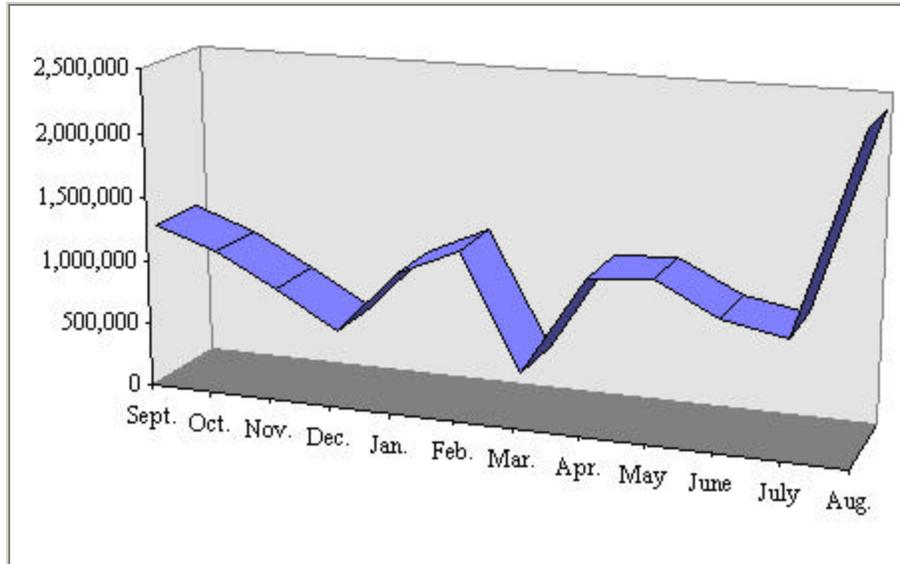
**Exhibit 5-14**  
**Fiscal 1994-95 GRS Budget**

<b>Budget Item</b>	<b>Budget Amount</b>
Paper, Chemicals and Materials	\$ 91,628
Salaries and Benefits	\$127,016
Maintenance and Repairs	\$ 5,521
Travel	\$ 864
*Utilities (electricity, water, phone)	\$ 3,000
<b>Estimated Total</b>	<b>\$228,029</b>

*Source: TISD GRS Budget and Accounting Department*  
*\*Based on TISD utility bills and floor space occupied by GRS.*

**Exhibit 5-15** illustrates the production for fiscal year 1994-95. In fiscal year 1994-95 GRS produced about 13 million copies, or on average one million copies per month.

**Exhibit 5-15**  
**Fiscal Year 1994-95 GRS Monthly Production**



*Source: TISD - GRS Department*

## **FINDING**

GRS does not have a pricing model that quantifies costs on a per copy basis. This has resulted in GRS charging prices for reproduction services that are lower than its costs.

GRS had an estimated average cost per copy of 1.8 cents for the 13 million copies that GRS produced in fiscal year 1994-95, while the district charged district customers an average of 1.3 cent per copy. This means that the district does not recover \$.005 cents per copy by using its present pricing structure.

### **Recommendation 40:**

**Develop a cost recovery pricing schedule, based on the total cost of supplies, labor, equipment, shrinkage, and overhead.**

GRS should use data from the Accounting and Budget department to determine its costs in fiscal 1994-95. GRS should take all items from the accounting data related to cost such as supplies and materials, labor, equipment costs, and other overhead to quantify monthly costs. With monthly cost data and monthly printing volume, GRS staff should be able to determine monthly as well as annual cost per copy and develop a pricing schedule that recovers the department's cost.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The GRS director should meet with the staff in the Budget and Accounting office and submit a request for information to obtain monthly accounting data for GRS itemized payments as well as revenue.	March 1996
2.	The director of GRS should estimate the overhead for the department such as electricity, water, telephone to add these estimated expenditures to the operating and production costs.	April 1996
3.	The director of GRS should calculate the average cost per copy based on the size and nature of the printing assignment.	May 1996
4.	Develop a price structure based on this cost analysis and publish a list to all district customers.	June 1996

### **FISCAL IMPACT**

GRS can become a true internal service fund by increasing its price per copy to equal the calculated break even point. Based on \$.005 per copy in unrecovered costs to GRS and the number of copies produced last year, GRS can recover about \$65,000 in costs annually. While this is not an actual savings to the district as a whole, true costs will be allocated to internal customers.

### **FINDING**

In 1994-95, TISD processed about 13 million photo reproductions. The TISD Graphic Reproduction Services Department does not have a documented system that schedules and prioritizes work requests. For example, two different schools from the district may submit a request for services and have a special need for the job to be completed on or around the same day. The manager of GRS decides which jobs receive priority on a discretionary basis.

#### **Recommendation 41:**

**Develop and document a procedure for ranking and prioritizing work requests received by GRS.**

The district should publish this procedure so that all administrators are aware of the process.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of GRS should develop a survey to distribute to school principals to gain feedback concerning the nature and scope of	March 1996
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	printing requests they believe should receive priority.	
2.	The director of GRS should gather, calculate, and rank the survey responses.	April 1996
3.	The director of GRS should inform TISD principals of the results.	May 1996
4.	The director of GRS should institute the new print request ranking policy before the annual peak-usage times.	June 1996

## **FISCAL IMPACT**

No cost is associated with the implementation of this recommendation.

## **FINDING**

GRS does not have a formal process for estimating the time it will take to complete printing jobs from the date of receipt.

Since TISD recently implemented site-based decision-making, principals at each campus are responsible for approving printing requests. Because more work requests are coming from more locations, the number of customized requests being received by GRS has increased.

### **Recommendation 42:**

**Develop a table that details the estimated time to complete a printing work order.**

It would help TISD customers to know the approximate time it will take to complete a job based on the number of copies, the type of binding required and other special print requirements.

This schedule should be used as a planning tool to take into consideration print requests that are recurring on a regular basis. For instance, the GRS director should schedule recurring jobs from the beginning of the month to the fifteenth of the month. A large printing request received on tenth of the month, for example, would not receive priority until the sixteenth of that same month. If all district staff are aware of the timeline, the volume of printing work can be evened out across the month and produce a more efficient work cycle.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of GRS should determine the appropriate schedule for	March
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	the recurring printing jobs and submit calendars to affected customers.	1996
2.	The director of GRS should meet with staff and principles to determine a reasonable time to complete a work order by size, nature and scope of the printing request given the recurring schedule.	April 1996
3.	The director of GRS should meet with staff to explain and discuss the new time frame for job completion.	May 1996
4.	The director of GRS should institute the new schedule and estimated time frame and inform all district customers of the new turnover time policy.	June 1996

### **FISCAL IMPACT**

No costs are associated with the implementation of this recommendation.

# Chapter 6

## PERSONNEL MANAGEMENT

In this chapter, the functions and activities of the Tyler Independent School District (TISD) Department of Personnel Services are reviewed. The chapter is broken into seven sections:

- A. Organization and Management
- B. Recruitment and Employment of Personnel
- C. Salary Schedules and Employee Benefits
- D. Job Descriptions
- E. Personnel Records
- F. Employee Appraisals
- G. Staff Development

### **ORGANIZATION AND MANAGEMENT**

#### **CURRENT SITUATION**

Major functions performed by TISD's Department of Personnel Services include:

- Interpreting and recommending personnel policies and procedures.
- Processing professional applications.
- Recruiting and hiring professional staff.
- Processing recommendations for employment of personnel from departments and schools.
- Processing transfers, resignations, retirements, terminations and contract renewal for all employees.
- Directing the preparation and revision of job descriptions and the classification of positions.
- Processing all leave requests (extended, emergency, sick bank, sick pool) for district employees.
- Developing and implementing competitive salary schedules.
- Facilitating employee relations programs, including mediation, complaint and grievance processing.
- Overseeing employee evaluations and ensuring systems are implemented effectively and uniformly.
- Tracking certification and professional growth.
- Managing district records for students and personnel.

The Department of Personnel Services is made up of an executive director, a secretary to the director, two records officers, a personnel clerk and a clerk for securing substitutes. The executive director reports to the assistant superintendent of Administrative Services.

Major responsibilities of the staff include:

- Receiving and processing applications for professional staff.
- Processing new employees.
- Maintaining personnel records for professional and paraprofessional employees.
- Updating and maintaining job descriptions and the classification of all district positions.
- Maintaining records of certification and professional growth.
- Tracking appraisals.
- Preparing Public Education Information Management Systems (PEIMS) reports.
- Obtaining substitutes for teachers and paraprofessionals.
- Developing a personnel directory and employee handbook.
- Performing secretarial responsibilities.

Along with administering the department and its staff, the executive director is responsible for recruiting professional staff, managing the department budget, supervising the storage of district records and ensuring that personnel are working effectively and efficiently.

## **FINDING**

Personnel Services, with a staff of five support personnel and one director, extends many employee services to the district's 2,068 employees. The following exhibit (**Exhibit 6-1**) presents a breakdown of employees by classification.

**Exhibit 6-1**  
**Number of Employees per Employee Classification**  
**As of October 1995**

<b>Position Classification</b>	<b># of Employees</b>
Administrators and Other Professional Support Staff	224
Teachers	1,056
Clerical/Technical	407
Manual Trades	381
<b>Total Employees in TISD</b>	<b>2,068</b>

*Source: TISD - Personnel Services*

Applications for all professional staff (administrators, teachers and other professional support) positions are processed through Personnel Services. To apply for paraprofessional (clerical/technical) and auxiliary (food services, maintenance and transportation) positions, the applicant must

apply through the Texas Employment Commission (TEC), which is being absorbed into the Texas Workforce Commission (TWC). The agency has received, processed and sent applications for paraprofessional and auxiliary positions to the district when notified that a vacancy existed. TEC has provided this service free of charge. The district first engaged its services in 1989 because the district lacked office space and personnel to process employment applications. Interviewing and hiring of personnel has continued to be performed by the district.

#### **COMMENDATION**

**TISD, second largest employer in the Tyler community, is commended for the efficiency and effectiveness of managing Personnel Services with a staff of one director and five support positions.**

# Chapter 6

## PERSONNEL MANAGEMENT

### **RECRUITMENT AND EMPLOYMENT OF PERSONNEL**

A major function of Personnel Services is the recruitment and employment of personnel for authorized positions in TISD.

### **CURRENT SITUATION**

When an administrative/professional vacancy occurs in TISD, Personnel Services posts the vacancy, recruits applicants and processes the new employee. All applicants are provided an initial interview by the executive director of Personnel Services. When a position becomes available for a principal, director, assistant superintendent or other professional staff, qualified applicants are interviewed by a committee consisting of teachers, administrators, directors, superintendents and, in some cases, a community representative. The committee recommendation is sent to the superintendent and then the board for consideration.

For teaching positions, a list of qualified candidates along with the candidates' applications are sent to campus principals. Candidates are interviewed by the principal and a campus-based committee. Once a candidate is selected, a recommendation to hire is sent to Personnel Services, which forwards the recommendation to the superintendent and board for final consideration.

The district has engaged TEC to post vacancies and process applications for paraprofessional and auxiliary employees. Those persons interested in working for the district have applied through TEC, which sends paraprofessional applications to Personnel Services to select applicants for interviews by departments or campuses filling positions. Applications for auxiliary positions have been sent by TEC directly to the department or campus with the vacancy, and the department selected applicants they wished to interview. Once a department or campus decides to hire an applicant, the applicant's name has been sent to Personnel Services, which handles the hiring.

### **FINDING**

TEC has been processing applicants for TISD paraprofessional and auxiliary positions for five years.

Some department administrators feel the service works well, while others responsible for hiring paraprofessional and auxiliary employees expressed

concerns over the outside agency's ability to refer qualified applicants. According to the director of Personnel Services, if a department administrator is not satisfied with applications forwarded by TEC, the administrator may request additional applications. Department administrators said these requests delay the filling of vacancies.

Department administrators said that many potential paraprofessional and auxiliary employees do not want to apply through TEC because the application process is tedious, requiring long waits, and the TEC office is in an "undesirable" part of town. An unknown number of potential applicants do not approach the district because they will not apply through TEC. As a result, the district may be losing qualified applicants as well as increasing the time required to fill openings.

TEC officials said they are willing to work with the district to resolve problems. The officials said some applicants are not referred to TISD because they seek more pay than the district is offering. TEC and Personnel Services each said that any district department that knows of a qualified candidate can "reverse refer" the candidate by calling Personnel Services and/or TEC and requesting that the applicant's application be forwarded for consideration, expediting the employment process.

By shedding the job of processing applications for paraprofessional and auxiliary employees, TISD has saved countless hours and facility space.

**Recommendation 43:**

**Contact TWC to determine if an alternate telephone or mail application process can be established for paraprofessional and auxiliary employees.**

The director of Personnel Services should contact TWC to attempt to identify alternative application processes to better accommodate applicants. The district should not attempt to circumvent the TWC position posting and applicant process because such a move would make the district vulnerable to unfair hiring practices.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Personnel Services should contact TWC to identify alternatives for posting and processing potential employment applicants.	March 1996
2.	If alternative posting and applicant processing is achieved, the director of Personnel Services should communicate the new process to all district departments.	March 1996 and Ongoing

## FISCAL IMPACT

This recommendation can be implemented with existing staff and resources.

## FINDING

**Exhibit 6-2** presents the ethnic composition of TISD student and teacher populations. Minority students account for 53 percent of the student population, but minority teachers account for only 22 percent of the teaching staff. The district's Hispanic enrollment has doubled in the last seven years, while total student enrollment has remained steady.

In 1986-87, there were 1,427 Hispanic students and by 1994-95, the number had increased to 2,890. The total number of teachers in 1986-87 was 992, with 12 Hispanic teachers. In 1994-95, Hispanic teachers numbered 25. African American students numbered 5,617 in 1986-87 and by 1994-95 had increased to 5,939. While African American student enrollment has increased, the number of African American teachers has decreased from 233 in 1986-87 to 203 in 1994-95.

While the district reports that they aggressively recruit minority applicants, and a statement to this effect is included as a part of the board-approved Site-Based Decision-Making Plan, there is no formal plan or program in place to attract and hire minority teachers.

**Exhibit 6-2**  
**1994-95 TISD Students and Teachers**  
**(by Ethnic Classification)**

	American Indian		Asian		African American		Hispanic		Total Minority		White		Totals
	#	%	#	%	#	%	#	%	#	%	#	%	
Students	18	0.1%	123	0.7%	5,939	35%	2,890	17%	8,970	53%	7,886	47%	16,856
Teachers	1	0.1%	2	0.2%	203	19%	25	2.4%	231	22%	882	79%	1,113

*Source: AEIS 1994-95*

### **Recommendation 44:**

**Establish a committee of parents, community members and district staff to set goals and objectives, and to develop a program to attract minority teachers to the district.**

The committee's efforts should include setting goals for hiring and retaining African American and Hispanic teachers until a more racially balanced staff is achieved.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent should appoint a committee of parents, community members and district staff. The executive director should serve on the committee.	April 1996
2.	Once the committee is formed, a chairperson should be selected, monthly meeting dates established and committee goals and objectives discussed.	May 1996
3.	A recruiting program for the 1996-97 school year should be finalized by the end of July 1996 and presented to the superintendent for approval.	July 1996
4.	The program should be implemented.	August 1996
5.	The committee should evaluate its efforts at the end of each school year and a report should be submitted to the superintendent and the board.	June 1997 and Ongoing

**FISCAL IMPACT**

This recommendation will have no fiscal impact.

**FINDING**

While TISD filled all positions for bilingual teachers for the 1995-96 school year, a shortage of certified bilingual teachers and applicants persists. Twenty-nine of the 49 teachers teaching bilingual classes are on Texas Educational Agency (TEA) Emergency Teaching Certificates issued by Region VII. Because of the difficulty in recruiting certified bilingual teachers, some teachers are on emergency permits and have been granted extensions (by TEA) beyond the three-year limit because they have not yet passed the Texas Oral Proficiency Test.

At one time the University of Texas at Tyler (UTT) awarded certification in bilingual education but discontinued the program in the mid-1980s. Teachers desiring to become certified in bilingual education must now travel great distances to take course work for certification. Recently, UTT formed a committee to look at reinstating the bilingual program.

A \$1,000 stipend is paid to bilingual teachers to encourage certification and to attract bilingual teachers to the district. This stipend is not sufficient

to attract prospective teachers who are recruited by districts in more attractive locations or offering higher pay.

**Recommendation 45:**

**Create a cooperative group of school districts in the Tyler area to actively seek alternative certification for bilingual teachers through the Regional Education Service Center (RES C) and such institutions as the University of Texas at Tyler (UTT).**

The executive director of Personnel Services should meet with representatives at UTT and the Region VII RESC to discuss the district's need for bilingual teachers and various certification alternatives.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The executive director of Personnel Services should meet with area ISDs to discuss mutual needs.	April 1996
2.	TISD and the ISDs should then meet with the RESC and UTT as well as other institutions capable of helping to seek alternative certification for bilingual teachers.	June 1996

**FISCAL IMPACT**

This recommendation can be accomplished without a fiscal impact to the district.

# Chapter 6

## PERSONNEL MANAGEMENT

### **SALARY SCHEDULES AND EMPLOYEE BENEFITS**

Term contracts, competitive salaries and attractive fringe benefits, such as retirement and health benefits, are keys to attracting and retaining highly qualified and competent professional personnel.

#### **CURRENT SITUATION**

TISD professional personnel, except new employees, are offered two-year contracts. New hires are on one-year probationary contracts that may be extended up to three years.

In 1995-96, the pay schedule for a teacher with a bachelor's degree ranged from a beginning teacher's salary of \$22,000 to \$37,551 for 32 years or more experience. For a teacher with a master's degree, the salary is increased \$1,000 per year beginning at \$23,000 for no experience, and the pay schedule peaks at \$38,551 for 32 years or more.

For other employees, no automatic step increases based solely on years of experience are given. Pay grade levels for positions are based upon a range, with the midpoint of a pay range the basis for calculating salary increases. With this type of employee, consideration for salary increases is also based on performance, rather than solely years of employment.

A wide range of benefits are available to employees. These include:

- Health insurance
- Life insurance
- State retirement
- Sick leave
- Sick pool and bank
- Personal leave
- Jury leave
- Tax-sheltered annuities
- Free admission to TISD athletic events
- Meals for employees approximately at cost

Each TISD employee receives five state personal leave days. Local sick leave days (a maximum of seven) depend on the number of months of service.

#### **FINDING**

**Exhibit 6-3** compares TISD salaries for administrators, professional support staff and teachers to salaries in five other school districts comparable in total enrollment.

**Exhibit 6-3**  
**Comparison of Average Administrative/Professional Salaries**  
**and Student to Staff Ratio**  
**1993-94**

<b>Classification</b>	<b>Tyler ISD</b>	<b>Bryan ISD</b>	<b>Waco ISD</b>	<b>Galena Park ISD</b>	<b>Goose Creek ISD</b>	<b>Midland ISD</b>
Student Enrollment	16,725	12,542	14,733	16,530	18,031	22,799
Professional Staff	1,041	989	1,248	1,082	1,261	1,544
Student to Staff Ratio	16/1	12/1	14/1	16/1	18/1	22/1
Central Administration	\$56,210	\$62,262	\$59,023	\$56,823	\$64,171	\$59,801
Campus Administration	\$47,351	\$45,079	\$43,880	\$46,400	\$48,451	\$49,857
Professional Support	\$33,692	\$34,375	\$35,328	\$36,942	\$37,941	\$36,642
Teachers	\$28,025	\$27,180	\$26,659	\$28,997	\$30,344	\$29,410

*Source: AEIS 1993-94*

The ratio of students to staff members in Tyler ISD is 16-to-1 compared to a low of 12-to-1 in Bryan ISD and a high of 22-to-1 in Midland ISD.

According to surveys and a public hearing conducted by the review team, teachers in the district are held in high regard. In the telephone survey, almost 70 percent of community members interviewed gave teachers A's and B's when asked about their ability to educate students. During the public hearing, people said teachers were "caring," "well trained," "dedicated" and "of high quality."

Longevity may be a significant factor. For instance, in 1993-94, of the 1,041 teachers, 532 teachers (more than 50 percent of the teachers in the district) had 11 years or more of experience; almost 200 had 6 to 10 years of experience.

Approximately 35 percent (367) of the 1,056 teachers in the district held advanced degrees in 1993-94.

### **COMMENDATION**

**The TISD is commended for retaining well qualified experienced and effective teachers by:**

- **Providing a salary schedule that rewards employees for job worth as well as experience.**
- **Awarding teachers with advanced degrees an additional \$1,000 for each step on the pay schedule.**
- **Keeping competitive with salaries in districts of similar size.**
- **Retaining well qualified, experienced and effective teachers.**

# Chapter 6

## PERSONNEL MANAGEMENT

### **JOB DESCRIPTIONS**

Personnel Services is responsible for the reclassification of all positions and preparation and revision of all job descriptions.

### **CURRENT SITUATION**

TISD job descriptions are updated regularly and maintained in a binder and in files within Personnel Services. Job descriptions are made available to employees and applicants. Each fall, the director of Personnel Services sends job descriptions to the departments and campuses and requests that the descriptions be reviewed and updated as necessary.

### **FINDING**

All of the job descriptions reviewed were either recently updated or being updated. None were found to be missing except for those being updated. The descriptions are organized and arranged by pay grades for each classification of employee: administrative/professional, clerical/technical and manual trades.

The descriptions were generally consistent in format and organization. All relevant information about each position was included. The format of administrative and professional support staff descriptions were not consistent, but the department was editing and reformatting them. Included in the descriptions are:

- Position title
- Reporting structure
- Qualifications required
- Performance responsibilities
- Terms of employment
- Working conditions (mental and physical demands)

The clerical/technical and manual trade job positions also serve as an evaluation instrument for employees. All job descriptions are computer generated and can be edited and revised easily.

### **COMMENDATION**

**Personnel Services is commended for regularly updating job descriptions and for organizing the descriptions in a clear and concise manner.**

## **FINDING**

While job descriptions are well organized and indexed according to pay grades, locating a particular position is challenging, because there is no table of contents in the job description binders.

### **Recommendation 46:**

**Provide a table of contents at the beginning of each employee classification binder so that particular job descriptions can be easily located.**

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The executive director of Personnel Services should decide how best to index each employee classification that would allow a person to find a particular job description quickly and easily.	April 1996
2.	Staff should prepare the table of contents for each employee classification binder as instructed by the executive director and insert into the job description manuals.	May 1996

## **FISCAL IMPACT**

This recommendation can be implemented at no cost to the district.

# Chapter 6

## PERSONNEL MANAGEMENT

### PERSONNEL RECORDS

State law requires that school districts maintain individual personnel records on all employees and maintain the confidentiality of those records. The primary reason for keeping such records is to document years of service for state retirement and the maintenance of licensing and certification data.

### CURRENT SITUATION

Personnel Services maintains employee records for professional and paraprofessional employees only.

### FINDING

Personnel records for auxiliary employees are maintained in the Food Service, Maintenance and Transportation departments, respectively. Personnel Services does not oversee the maintenance of these records and whether proper documents are retained.

### Recommendation 47:

**Maintain personnel records of auxiliary employees (Food Services, Maintenance and Transportation) in Personnel Services.**

### IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent should request that Food Services, Maintenance and Transportation Departments transfer personnel records of their employees to Personnel Services no later than the end of May 1996.	April 1996
2.	Once the files are received, they should be organized and filed by personnel staff.	June 1996

### FISCAL IMPACT

This recommendation can be accomplished with existing resources.

### FINDING

Records on professional and paraprofessional employees are kept in two types of files, the audit file and the personnel file. These files contain the following information:

- Audit file-employee's contract, service record, professional growth record, oath of office, TB test results, W-4 form, certification documents and appraisals.
- Personnel file-employee's application, letter of intent to hire and remaining personnel papers.

A reference card for each teacher also is maintained in the department. The card contains address information, telephone numbers, class schedules and emergency and general information that department staff can easily access in case of emergencies or as a reference.

Personnel files are stored in filing cabinets within a vault and are locked nightly. A random review of the files showed the files up to date and secure as required. All required documents were found in the files.

## **COMMENDATION**

**Personnel Services is commended for the manner in which personnel records are maintained.**

## **FINDING**

The district requires that a service record be maintained for all professional and paraprofessional employees. The service record card is kept in the employee's personnel file and must be updated each year with the following information: the school district in which the teacher is serving, pay step, grades taught, dates of service and state sick and personal leave days earned and used.

Two records officers manually type the updated data onto the service record yearly; the records officers said it takes approximately 12 minutes to pull up the data electronically and type it onto each card. At this rate, with 1,687 professional and paraprofessional staff members, it takes then approximately 42 days (2 months) working non-stop for eight hours a day to complete the task. The records offices perform other departmental tasks as well.

While information recorded on to the service record is available electronically on the district's AS/400 system, the records officers cannot generate labels with the updated information. Labels are used in many districts to update service records quickly and efficiently.

**Recommendation 48:**

**Develop a computer program allowing the records officers to print labels of personnel information to be attached to each employee's service record.**

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Data Processing should develop a program for the records officers that would allow them to print computerized labels of personnel data that would be applied to the service record card of the employee.	May 1996
2.	Records officers should be trained to use the program.	June 1996
3.	Records officers should generate labels electronically and attach labels to each employee's service record and place them in their personnel file.	July 1996

**FISCAL IMPACT**

The administrative time saved by using automated labels (about 35 days annually) could be redirected to more productive tasks performed by records officers.

# Chapter 6

## PERSONNEL MANAGEMENT

### EMPLOYEE APPRAISALS

Major reasons for evaluating employees include improving performance or potential, providing direction for professional growth and making administrative decisions about employees.

### CURRENT SITUATION

According to district administrative policies and procedures, all district employees should be evaluated once a year. For teachers, the district makes use of the Texas Teacher Appraisal System and its evaluation instrument. All certified teachers are evaluated at least once during the school year, while uncertified teachers on a permit or internship are evaluated twice.

For TISD principals, the appraisal process begins as early as August each year with an overview of the principal's campus performance objectives. In November, an interim review of campus performance objectives is conducted and in January input is collected from teachers. Principals complete a self-evaluation before holding a conference with their supervisor or board-approved appraiser. All other administrative/professional staff begin evaluations in early January. Paraprofessional and auxiliary employees are evaluated by using appropriate appraisal instruments adopted by the school board.

A signed copy of the appraisal instrument is placed in each employee's personnel file.

According to Senate Bill 1, an administrator may not be paid with school district funds if the administrator has not been evaluated in the preceding 15 months.

### FINDING

Appraisals for professional and paraprofessional employees are returned to the department of Personnel Services for filing in the respective employee's personnel file. As the appraisals are returned, the name of the employee is checked off a list of employees so that by the end of the school year, Personnel Services has a cumulative list of appraisals that have been received. The department informs the appraiser by letter when appraisals have not been received.

**Exhibit 6-4** summarizes the total number of performance appraisals the department had not received by November 1995. The exhibit shows that appraisals had not been received for nearly 6 percent of all administrative/professional employees and 12 percent of paraprofessional employees. Appraisals for 13 teachers also had not been received.

**Exhibit 6-4  
1994-95 Employee Appraisals Not Received**

<b>Employee Classification</b>	<b># of Employees</b>	<b># of Appraisals Not Conducted</b>	<b>% Not Conducted by Classification</b>
Administrative/Professional	224	13	5.8%
Teacher	1,056	13	1.2%
Clerical/Technical	407	49	12.0%
<b>Total</b>	<b>1,687</b>	<b>75</b>	<b>4.4%</b>

*Source: TISD - Personnel Services, November 1995*

**Recommendation 49:**

**Develop procedures to ensure that evaluations are conducted each year and develop a local policy to hold appraisers accountable.**

Administrative procedures should be developed that will clearly outline to the appraiser and to employees the importance of conducting appraisals, and the potential for violating state law by not performing appraisals. The procedure should spell out a timeframe for the evaluation process, a deadline for appraisals to be submitted and the consequences of not meeting the deadline. Part of the process could include sending reminders at least a week before the deadline. A grace period of 10 days could be established before consequences are applied.

A local policy should be developed to hold appraisers accountable such as withholding an appraiser's paycheck.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The executive director of Personnel Services should develop procedures for conducting appraisals. A part of the procedure should clearly state deadlines for submitting appraisals to the department of Personnel Services	April 1996
2.	The procedures should be submitted to the superintendent for	May

	approval and, once given, the procedures should be communicated to district employees and implemented immediately.	1996
3.	The executive director working with the superintendent should develop a policy to hold appraisers accountable.	June 1996
4.	The policy should be presented to the board for approval.	July 1996
5.	Once approved by the board, the policy should be implemented.	August 1996

### **FISCAL IMPACT**

This recommendation can be implemented at no cost to the district.

# Chapter 6

## PERSONNEL MANAGEMENT

### STAFF DEVELOPMENT

Texas law mandates that school districts provide professional development and in-service training to school district personnel. The state allows school districts to reduce the number of school days for students to allow more time for staff development.

### CURRENT SITUATION

The department of Professional Development and Library/Media Services (Professional Development), a division of Instructional Services, is responsible for staff development activities. The director of Professional Development and Library/Media Services is responsible for three major areas:

- Library Programs (K-12)
- Professional Development Center
- Instructional Resource Center (IRC)

The director coordinates instructional programs and selection of materials for campus libraries; maintains media library collections and teacher resources; and coordinates the Professional Development Center's districtwide professional development activities, the Pay for Knowledge Program, an induction program for beginning teachers and an Administrative Leadership Academy.

### FINDING

The Instructional Resource Center provides timely resources for instructional purposes and professional growth. IRC provides numerous resources, classroom materials and equipment to teachers and staff. The IRC is outgrowing its space and has requested relocation to a larger facility.

TISD requires all professional staff to complete a specified number of professional growth activities every five years. Participants earn points for each activity. For instance, participants earn three points for three hours of college work or the equivalent. Staff with bachelor's degrees must earn six points during a five-year period and employees with master's degrees must earn three points every five years.

In addition to college course work, many other opportunities are available to earn professional development points. For instance, approximately 70 different workshops were offered from June through August 1995 in which professional credit could be earned. According to the Professional Development director, more than 1,900 participants attended at least one of the 1994-95 summer staff development offerings.

The Pay for Knowledge program is a new professional development program offered to teachers and professional staff. The program is a series of workshops offered during non-contract hours (evenings, Saturdays or during the summer) allowing teachers to remain with students during the day. The program does not include continuing education for the purpose of obtaining additional certifications or degrees nor does it replace the requirement for teachers to take college courses every five years. Teachers and staff are compensated at \$7 per hour for training. Any workshop that is offered must be for a minimum of two hours to qualify for the program. TISD uses teachers and administrators from in and outside the district as presenters. A committee assists in scheduling and determining topics and presenters.

Beginning in January 1996, the district is offering an Administrative Leadership Academy to provide TISD employees an opportunity to explore and pursue an administrative position. Participants will be required to meet during non-contract hours for two hours per month. Some of the topics covered will be leadership training, accountability, time management, conflict resolution, discipline/school management and quality schools. Participation in the academy will be on a three-year continuing cycle with participation limited to 20 employees. Employees applying to the academy must hold a valid Texas teaching certificate and have a minimum of three years of classroom experience. Participants are not necessarily awarded an administrative position in TISD at completion of the work; however, having participated in the program will be noted and viewed favorably when applying for an administrative position.

Two districtwide staff development days were scheduled for 1995-96. One day was devoted to training teachers in the secondary schools. The program consisted of a keynote speaker and sessions covering a broad array of educational topics. Staff development for elementary staff consisted of campus-based programs. The second districtwide staff development day planned for February 1996 will follow the same format; however, the general sessions will be geared to district elementary teachers. Secondary staff will hold campus-based programs.

The department of Professional Development has scheduled several training sessions for administrators during 1995-96. Programs such as "Total Quality Schools," "Documentation of Personnel," and "Vertical

Alignment of the Curriculum" will be provided. Other sessions will be held at the request of the principals or as needs arise.

## COMMENDATION

**TISD's Instructional Resource Center provides a large array of professional growth and staff development activities during the school year and summer months.**

## FINDING

The department of Professional Development budget for staff development activities includes funds designated for professional development at each campus. Prior approval is not required for the use of these funds, but the Campus Performance Objective Council (CPOC) must approve the expenditures and sign reimbursement forms. Allocated funds are based on the number of classroom teachers (\$10 per certified classroom teacher) at each campus. An allotment of \$500 for each elementary campus and \$1,000 for each secondary campus is also provided.

Funds allocated to the campuses are intended to cover resources for quality staff development. When campuses request reimbursement for the activity, an evaluation of the workshop or conference must be filled out and returned to the Professional Development director. The evaluation provides the director with information about speakers, program topics and workshops that might be presented to teachers on districtwide staff development days. However, the director does not receive reports on the particular needs of the campus and what will be done to meet those needs. Such a report from each campus would be helpful to the director to plan programs centrally that would also address the needs of several campuses together and assist the director in the development of activities.

### **Recommendation 50:**

**Develop a needs assessment at each campus to ensure that teachers have the opportunity for input into the type of staff development programs that are developed and that the staff development programs address the specific instructional needs at each campus.**

## IMPLEMENTATION STRATEGIES AND TIMELINE

1.	Each Campus Performance Objective Council should conduct a needs assessment to determine the type of activities that should be developed to meet the instructional needs of the teachers at that campus.	June 1996
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2.	A report should be prepared for the director of Professional Development outlining the comprehensive staff development needs for that campus and how these needs will be met.	July 1996
3.	Centralized staff development activities should focus on the development of activities which address the needs of several campuses.	August 1996 and on-going

**FISCAL IMPACT**

This recommendation will not fiscally impact the district.

# Chapter 7

## ASSET AND RISK MANAGEMENT

This chapter of the report contains three sections that describe the asset and risk management functions at Tyler ISD (TISD).

- A. Cash and Investment Management
- B. Risk Protection
- C. Bond Issuance and Indebtedness

### **CASH AND INVESTMENT MANAGEMENT**

Cash and investment management involves the systematic coordination of cash-flow forecasting, cash-flow management, investment of surplus cash and sound banking and investment relationships.

### **CURRENT SITUATION**

The assistant superintendent of Business Services has overall responsibility for TISD's cash and investment management functions. Management of the daily operational activities for cash and investment management is delegated to the director of Budget and Accounting.

TISD maintains its cash for operations at Nations Bank in Tyler, in interest and non-interest bearing accounts. The district awards depository contracts every two years through the competitive bidding process. The district's current depository contract with Nations Bank is effective through August 31, 1997.

The contract includes a fixed-rate option for certificates of deposit (CDs), not offered by other banks that bid on the depository contract. TISD has benefited from this fixed rate option in years when market rates dropped and fixed-rate CDs became an attractive investment. All services provided by Nations Bank are charged to the district on a fee schedule which was agreed to in the depository contract.

### ***Operating Accounts***

### **FINDING**

TISD maintains 11 separate operating accounts. In contrast, several of the school districts that have undergone management and performance reviews (Brownsville and Longview) have consolidated their depository accounts resulting in lower management fees and more efficient

maintenance and administration of bank accounts. **Exhibit 7-1** presents TISD's 11 bank accounts.

**Exhibit 7-1**  
**TISD Operating Accounts**  
**Nations Bank, Tyler**  
**Fiscal 1994-95**

Bank Account Name	Interest Bearing Account	Average Daily Balance
General Operating Fund	Yes	\$325,373
Head Start Fund	No	N/A
Store Fund	Yes	\$ 8,135
Consolidated Application Fund	No	N/A
Payroll Fund	Yes	\$793,409
Financial Clearing Fund	Yes	\$285,835
Bond Interest and Sinking Fund	Yes	\$100,622
Insurance Fund	Yes	\$331,628
Trust and Agency Fund	Yes	\$ 65,043
Hibbs-Hallmark Health Insurance Fund	No	*ZBA
Workers' Compensation Fund	No	\$ 66,378

*Source: TISD Bank Statements*

*\*Zero Balance Account*

**Recommendation 51:**

**Consolidate the district's operating accounts.**

TISD should reduce the number of its operating accounts from 11 to seven, eliminating the store fund, financial clearing fund, trust and agency fund and Hibbs-Hallmark Health Insurance fund. The recommended operating accounts for the district include:

**Operating Account**

**Purpose**

- |                                   |  |
|-----------------------------------|--|
| 1. General Operating Fund         | Food Service and Vendor Disbursement       |
| 2. Head Start                     | Required Segregation by Federal Regulation |
| 3. Consolidated Application       | Special Revenue Grants                     |
| 4. Payroll                        | Payroll Clearing Accounts                  |
| 5. Bond Interest and Sinking Fund | Payment of Debt Service Requirements       |
| 6. Insurance Fund                 | Self-Insured Health Insurance Fund         |
| 7. Workers' Compensation          | Self-Insured Workers' Compensation Fund    |

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Budget and Accounting should obtain approval to close the four accounts.	June 1996
2.	The director of Budget and Accounting should reconcile all operating accounts and advise the bank that four accounts will be closed.	July 1996
3.	The director of Budget and Accounting should close the four accounts.	August 1996

**FISCAL IMPACT**

The district incurs \$42,000 annually in account maintenance fees. TISD should realize a savings of \$15,000 as a result of lower account maintenance fees. An indirect savings will also be realized because administrative time normally spent on reconciling bank accounts and other account maintenance activities can now be diverted to other work activities.

<b>Recommendation</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>
Consolidate operating accounts	\$15,000	\$15,000	\$15,000	\$15,000	\$15,000

**FINDINGS**

**Exhibit 7-2** presents the consolidated average daily (uninvested) account balance for 8 of TISD's 11 depository accounts. The consolidated average daily account balance excludes the district's Head Start, Consolidated Application Fund and Hibbs Hallmark Health Insurance Fund accounts. The Head Start account was excluded because regulations require school districts to maintain segregated bank accounts for federally funded

programs. The Consolidated Application Fund account (for special revenue grants) was excluded because grant funds also must be segregated. The Hibbs-Hallmark Health Insurance account was excluded because it is a zero balance account and is tied to the insurance reserve fund for disbursements, which are controlled by the third party administrator who manages the district's health insurance claims.

During fiscal 1994-95, the average daily balance of \$1,976,423 ranged from \$3,041,480 in December 1994 down to \$1,278,105 in June 1995. Based on fiscal 1994-95 uninvested balances, the district has the potential to earn another \$109,824 annually in additional interest income.

**Exhibit 7-2**  
**TISD Additional Interest Income**  
**Generated from Uninvested Account Balances**  
**Nations Bank, Tyler**  
**Fiscal 1994-95**

<b>Month</b>	<b>TISD Consolidated Uninvested Balance</b>	<b>TexPool/ Lone Star Interest Rate</b>	<b>Divided by Annual Days</b>	<b>Days Per Month</b>	<b>Additional Interest Income</b>
September 1994	\$2,184,052	4.40%	365	30	\$7,898
October 1994	\$2,281,689	4.40%	365	31	\$8,527
November 1994	\$1,917,667	4.60%	365	30	\$7,250
December 1994	\$3,041,480	5.75%	365	31	\$14,853
January 1995	\$2,384,442	6.00%	365	31	\$12,151
February 1995	\$2,045,118	6.00%	365	28	\$9,413
March 1995	\$2,003,652	6.05%	365	31	\$10,295
April 1995	\$1,801,818	6.15%	365	30	\$9,108
May 1995	\$1,476,962	6.10%	365	31	\$7,652
June 1995	\$1,278,105	6.0%	365	30	\$6,303
July 1995	\$1,740,912	5.90%	365	31	\$8,724

August 1995	\$1,561,138	5.77%	365	31	\$7,650
<b>Total</b>					<b>\$109,824</b>

*Source: Nations Bank Rate Quotes/TexPool and Lone Star Investment Account Analysis*

**Recommendation 52:**

**Obtain the zero balance account (ZBA) feature for all operating accounts.**

The ZBA feature is a bank service provided by most large banks, including Nations Bank in Tyler, where the district's current operating accounts are maintained. The ZBA feature transfers all uninvested account balances to a higher interest yielding account at the end of each business day, leaving zero balances in each of the districts operating accounts, after all checks have been presented to the bank for payment. The ZBA feature allows users to maximize interest income.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Budget and Accounting should contact the district's bank officer at Nations Bank about re-negotiating the district's bank depository contract to include the ZBA feature.	June 1996
2.	The director of Budget and Accounting should obtain the ZBA feature.	July 1996
3.	The director of Budget and Accounting should schedule training for department staff to use the ZBA feature.	August 1996
4.	The director of Accounting and Budget should implement the ZBA account feature.	September 1996

**FISCAL IMPACT**

The ZBA account feature should generate additional interest income of \$109,824 annually for the district as shown in **Exhibit 7-2**.

<b>Recommendation</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-2001</b>
Obtain ZBA feature	\$109,824	\$109,824	\$109,824	\$109,824	\$109,824

**FINDINGS**

At present, the director of Budget and Accounting assigned to assist with the cash management function must contact Nations Bank each business day to obtain the balance of each of the district's operating accounts. The district has no automated method of determining operating account balances, which is critical to cash-flow management.

The district has obtained a banking feature called on-line view that facilitates the recommended ZBA feature for those bank customers that do not have automated mechanisms to monitor daily cash balances. However, the district has not obtained an appropriately equipped personal computer (PC) and modem to activate the on-line view feature.

**Recommendation 53:**

**Activate the on-line view feature to obtain full benefit of the ZBA feature.**

The district should activate the on-line view feature from Nations Bank to obtain computerized access to account balances. The district also should use the on-line view feature to monitor its investment accounts.

The district's Data Processing Department plans to network the district administration facility to the campuses. Once the network project has been completed, the on-line view feature also can be installed at each campus so that bookkeepers can monitor student activity fund accounts.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Budget and Accounting should acquire the appropriate personal computer and modem to access both Nations Bank and its other investment account balances.	September 1996
2.	The director of Budget and Accounting should schedule training for department staff to use the ZBA feature.	September 1996
3.	The director of Budget and Accounting should implement the on-line view feature.	September 1996
4.	Once the district administration and campuses are linked to the network, the director of Budget and Accounting should have the on-line view feature installed at campuses so activity fund balances also can be reviewed.	When districtwide network is completed

**FISCAL IMPACT**

Investment in the on-line view feature is necessary to achieve the additional interest income that will be generated from implementing the

zero balance account feature. To activate the on-line view feature, the district must purchase a PC (approximate cost, \$3,000) and a modem (approximate cost, \$500). The cost of the on-line view feature before networking the campuses is \$200 per month or \$2,400 annually. Cost estimates for obtaining on-line view for the campuses can be obtained once the district's network is complete. Nations Bank will provide training on use of the ZBA feature for TISD staff at no cost to the district.

<b>Recommendation</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>
Activate the on-line view feature at bank	(\$5,900)	(\$2,400)	(\$2,400)	(\$2,400)	(\$2,400)

***Investment Accounts***

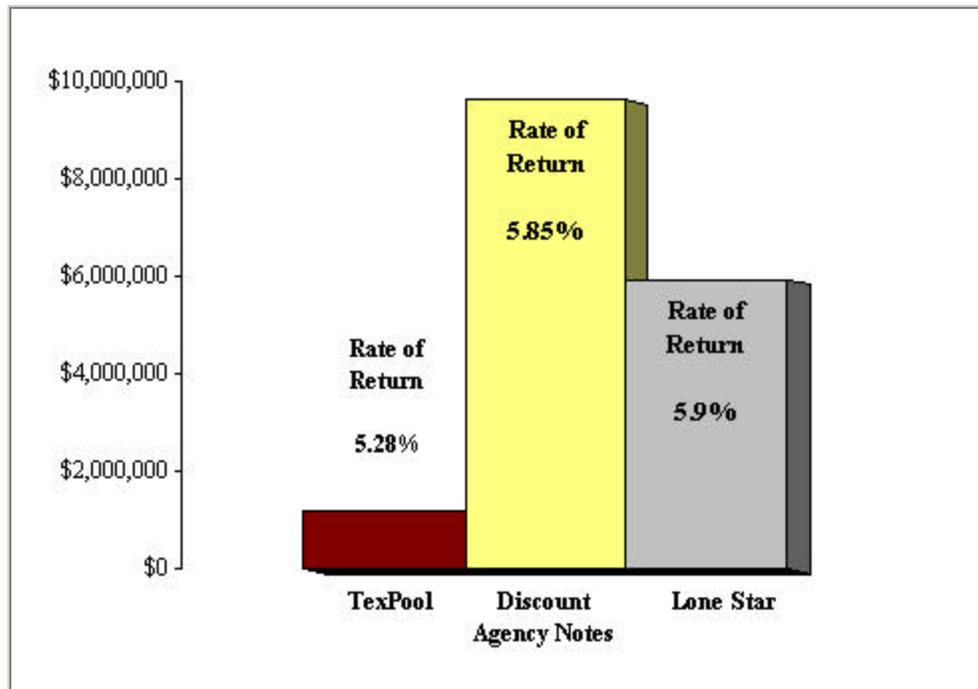
**FINDINGS**

TISD maintained its major investment account with TexPool until December 1994. The district transferred its major investment account to the Lone Star Investment Pool in January 1995. TISD also invests in discount agency notes that yield rates higher than CDs. Discount agency notes are backed by government agencies such as Fannie Mae or Freddie Mac with rates determined by the current market index. The district maintains multiple investment accounts so that investment risk is spread over several accounts.

The district monitors each investment account daily and attempts to invest the largest portion of its available investment balance in the account with the highest yield. The average balance in TISD's TexPool account for fiscal 1994-95 was \$1.2 million, and the average rate of return was 5.28 percent. The average balance TISD maintained in discount agency notes was \$9.6 million, and the average rate of return was 5.85 percent. The average balance in the district's Lone Star account was \$5.9 million, and the average rate of return was 5.9 percent. The average rate of return yielded by discount agency notes and the Long Star account were higher than the rate of return yielded by the TexPool account.

**Exhibit 7-3** presents the average balance and rate of return for the three investment accounts maintained by TISD in fiscal 1994-95.

**Exhibit 7-3  
TISD Average Investment Account Balance and Rate of Return  
Fiscal 1994-95**



*Source: TexPool, Discount Agency Note and Lone Star Account Analysis*

## COMMENDATION

**TISD is commended for maximizing returns on its investment accounts and spreading investment balances over several safe securities.**

## FINDING

Significant changes were made to the Public Funds Investment Act during the Texas Legislature's 74th Regular Session. These changes became effective September 1, 1995 and cover all Texas state agencies, cities, counties and school districts. Some of the changes are outlined below.

- The governing body of an investing entity must adopt a written investment policy on the investment of its funds and the funds under its control.
- The investment policy must be written, emphasize safety of principal and liquidity, and address investment diversification, yield, maturity and the quality and capability of investment management.
- The governing body shall adopt a separate written strategy for each of the investment funds under its control, and each strategy must describe the investment objectives of the particular fund.

- The governing body shall review the investment policy and investment strategies at least annually.
- Officers of the investing entity must attend as least one training session relating to the officers' responsibilities within 12 months of assuming investment duties.
- Investment officers must prepare and submit to the governing body a written report of investment transactions for all funds, at least quarterly.

TISD is aware of the recent Public Investment Act changes and has developed specific action items to address the newly passed legislation. For example, since September 1995, TISD investment officers have already attended the Texas Association of School Board (TASB) policy in-service training that focused on the development of investment strategies and objectives. The district also has begun revising existing written investment policies and investment report formats that record investment transactions for all funds.

**COMMENDATION**

**TISD is commended for keeping abreast of legislative changes that safeguard the district's investments and for taking steps to conform to the new legislation.**

*Cash-Flow Forecasts*

**FINDING**

TISD's director of Budget and Accounting develops a cash-flow forecast at the time the annual budget is prepared. **Exhibit 7-4** presents an example of the spreadsheet model the district uses for its annual cash-flow forecast. Because the district's cash-flow forecast model is not detailed, it is difficult to determine daily and monthly cash requirements.

**Exhibit 7-4  
TISD Projected Cash-Flow  
Fiscal 1995-96  
(Example)**

<b>Revenue/Expenditures</b>	<b>September 1995</b>	<b>October 1995</b>
Beginning Balance	\$7,777,679	\$10,877,849
Local Tax Revenue	195,055	195,055
Other Revenue	<u>10,814</u>	<u>10,814</u>

	205,870	205,870
Payroll	4,538,557	4,538,557
Other Expenditures	<u>1,350,492</u>	<u>855,311</u>
	5,889,049	5,393,869
24th Balance	2,049,500	5,689,850
State Revenue	8,915,103	6,937,407
Local Tax Revenue	195,055	195,055
Other Revenue	<u>10,814</u>	<u>10,814</u>
	9,120,973	7,143,277
Payroll	0	0
Other Expenditures	<u>337,623</u>	<u>213,828</u>
	337,623	213,828
Ending Balance	\$10,877,849	\$12,619,299

<b>Annual Cash Flow</b>	<b>Total for 1995-96</b>
State Revenue	\$24,542,859
Local Tax Revenue	39,011,075
Other Revenue	<u>2,162,850</u>
<b>Totals</b>	\$65,716,784
Payroll	\$54,462,687
Other Expenditures	<u>11,254,097</u>
<b>Totals</b>	\$65,716,784

*Source: TISD Budget and Accounting Department*

Expenditure categories contained in the district's existing cash-flow model include only payroll and other expenses. During the year, the district will inevitably have cash requirements for some potentially large expenditure

items. Actual cash requirements will be much more difficult to forecast using the district's current spreadsheet model if the timing of those expected expenditures or the amount of cash revenue is not accurately forecasted.

**Recommendation 54:**

**Enhance existing cash-flow forecasting model.**

TISD should enhance its existing cash-flow forecasting model by developing spreadsheets that include more revenue and expenditure detail that anticipates the need for withdrawals from investment accounts to cover district operational expenses. **Exhibit 7-5** through **Exhibit 7-7** presents examples of more detailed cash flow forecasting models that TISD can use to enhance its existing cashflow model.

**Exhibit 7-5**  
**Sample Cash-Flow Model**  
**(Monthly Revenue and Expenditure Summary)**

Month	Cash Long (Short)	Legislative Payment Estimate			Expenditures
		Foundation Revenues	Per Capita Revenues	Tax Revenues	
September 25 <sup>th</sup>	0	0	0	0	0
October 25 <sup>th</sup>	0	0	0	0	0
November 25 <sup>th</sup>	0	0	0	0	0
December 25 <sup>th</sup>	0	0	0	0	0
January 25 <sup>th</sup>	0	0	0	0	0
February 25 <sup>th</sup>	0	0	0	0	0
March 25 <sup>th</sup>	0	0	0	0	0
April 25 <sup>th</sup>	0	0	0	0	0
May 25 <sup>th</sup>	0	0	0	0	0



**Exhibit 7-7**  
**Sample Cash-Flow Model**  
**(Daily Expenditure Summary)**

	<b>Date</b>	<b>General Operating Fund</b>	<b>Head Start</b>	<b>Consolidated Application</b>	<b>Payroll</b>	<b>Bond Interest and Sinking Fund</b>	<b>Insurance Fund</b>	<b>Workers' Comp. Fund</b>
Balance Forward	12/31/95	\$144,665	\$45,866	\$60,861	\$342,252	\$13,969	\$465	\$(88,288)
Check #14632	11/29/95							
Deposit/TEA 101	01/01/96	517,049						
Deposit/TEA 204	01/01/96	3,832						
Deposit/TEA 211	01/01/96	7,624						
Deposit/TEA 212	01/01/96	235,059						
Deposit/TEA 291	01/01/96	8,859						
Lone Star Deposit	01/05/96	3,200,000						(350,000)
TexPool Withdrawal	01/05/96			(100,000)				
Check #14648	01/05/96	(175)						
Check #14649	01/08/96	(200,000)						
Deposit (\$4,379.21)	01/08/96	4,148			100	131		
Deposit	01/09/96	302						
Deposit (\$1,664.84)	01/10/96	1,123				542		
Check #14690	01/10/96	(9,344)	(250)			1,471		

<b>Current Cash Balance</b>	-	\$3,913,144	\$45,616	\$ (39,139)	\$342,352	\$16,112	\$465	\$ (438,351)
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**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	In addition to the examples presented, the director of Budget and Accounting should identify districts with exemplary automated cash-flow models and use those models as a guide when developing a cash-flow model for TISD.	May 1996
2.	The director of Budget and Accounting should implement the enhanced cash-flow forecasting model.	June 1996

**FISCAL IMPACT**

Existing staff should be used to implement this recommendation.

# Chapter 7

## ASSET AND RISK MANAGEMENT

### **RISK MANAGEMENT**

Risk management limits the district's exposure to financial loss through insurance coverages for district employees, students and district assets.

### **CURRENT SITUATION**

TISD's risk management activities are administered by the assistant superintendent of Business Services. The district has no other employees formally assigned to risk management.

#### ***Employee Health Insurance***

### **FINDING**

TISD maintains a "self-funded" health insurance program that offers two options for district employees—a major medical plan or an in-hospital benefit plan. The district contributes \$90 each month for employees enrolled in its major medical plan and district employees contribute \$96 per month. The district's major medical plan covers most employee medical expenses once the employees' annual deductible of \$100 has been met. The district contributes the entire premium of \$30 per month for employees enrolled in its in-hospital benefit plan. The in-hospital benefit plan provides a reimbursement of \$100 per day if an employee is confined to a hospital. All premiums are paid into a "self-funded" pool and as needed are made available to the third party claims administrator (Claims Administrative Services, in Tyler) for payment of medical claims and services.

On September 1, 1994 administration of the district's "self-funded" insurance program was transferred from Acordia Benefits of Texas, Inc. to Hibbs-Hallmark Insurance Company of Tyler. As part of Hibbs Hallmark's administration services, the insurance carrier established a health care network with four Tyler area hospitals to provide additional discounted health benefits to employees enrolled in its employee health insurance program. Participating Tyler hospitals agreed to provide a 30 percent discount for in-patient and out-patient hospital claims. Health care network administrators indicated that the hospital reimbursement program resulted in a savings of about \$300,000 for fiscal 1994-95.

TISD's "self-funded" health insurance program is protected against unanticipated catastrophic individual or aggregate loss by "stop-loss"

coverage carried through American Heritage Life Insurance Company. The district's "stop-loss" protection covers all individual employee health insurance claims exceeding \$60,000.

**Exhibit 7-8** presents health coverage plan costs for both fiscal 1993-94 and fiscal 1994-95. The exhibit also presents the number of TISD employees, dependents and COBRA participants who were covered under the insurance plan. (COBRA participants consist of former district employees who have the right to purchase health coverage as legislated by the Consolidated Omnibus Budget Reconciliation Act). It should be noted that the total number of participants covered under the district's health plan increased while the cost of the plan decreased, indicating the district is effectively managing costs.

**Exhibit 7-8  
Health Coverage Plan Cost and Participants  
Fiscal 1993-94 and 1994-95**

<b>Total Costs/ Average Number of Participants</b>	<b>FY 1993-94</b>	<b>FY 1994-95</b>	<b>% Change +Inc./-(Dec.)</b>
Health Coverage Plan Costs	\$3,930,600	\$3,747,931	(5%)
Employees w/Major Medical Cov.	1,150	1,232	7%
Employees w/In-Hospital Benefits Cov.	874	950	9%
Dependents	304	304	0%
COBRA Participants	3	6	100%
<b>Total</b>	<b>2,331</b>	<b>2,492</b>	<b>7%</b>

*Source: TISD Business Services Office*

**COMMENDATION:**

**The district should be commended for developing and implementing a comprehensive, cost effective "self-funded" health insurance program.**

*Workers' Compensation Insurance*

**FINDINGS**

TISD participates in a partially self-funded workers' compensation program developed by Hibbs-Hallmark & Company and administered by Claims Administrative Services, Inc. Over the past three fiscal years, the total number of workers' compensation claims filed have declined by 8 percent (145 claims in fiscal 1992-93 as compared to 134 claims in fiscal 1994-95). The total dollar value of the claims incurred have decreased by 46 percent. The total dollar value for claims incurred in fiscal 1992-93 was \$519,262 compared to \$279,931 in fiscal 1994-95.

In addition to the benefit of declining claims costs, TISD also is realizing substantial savings from its participation in a partially self-funded workers' compensation program. Because the workers' compensation program is partially self-funded, the district pays only for the claims incurred plus an additional claims administration fee to the claims administrator who processes and reimburses the claims. If TISD were enrolled in a commercial group workers' compensation plan, costs would be substantially higher. According to rate quotes from two commercial insurance carriers, the average standard premium costs the district would have incurred for each of the past three years is \$1,213,978. The average dollar value for workers' compensation claims incurred was \$397,000. The district's average savings over standard premium cost, for the past three years was \$817,000. **Exhibit 7-9** presents TISD's workers' compensation claims history and summarizes its associated cost savings for the last three fiscal years.

**Exhibit 7-9**  
**TISD Workers' Compensation Claims History**  
**Fiscal 1993-93 - 1994-95**

<b>Claims Period</b>	<b>Number of Claims Filed</b>	<b>Claims Paid</b>	<b>Admin. Fees and Claims Reserves</b>	<b>Total Claims Incurred</b>	<b>Standard Premium Cost</b>	<b>Savings Over Standard Premium Cost</b>
1992-93	145	\$487,672	\$31,590	\$519,262	\$1,160,992	\$641,730
1993-94	134	\$320,297	\$71,901	\$392,198	\$1,335,216	\$943,018
1994-95	134	\$132,392	\$147,539	\$279,931	\$1,145,725	\$865,980
<b>Average</b>	<b>138</b>	<b>\$313,454</b>	<b>\$83,677</b>	<b>\$397,130</b>	<b>\$1,213,978</b>	<b>\$816,909</b>

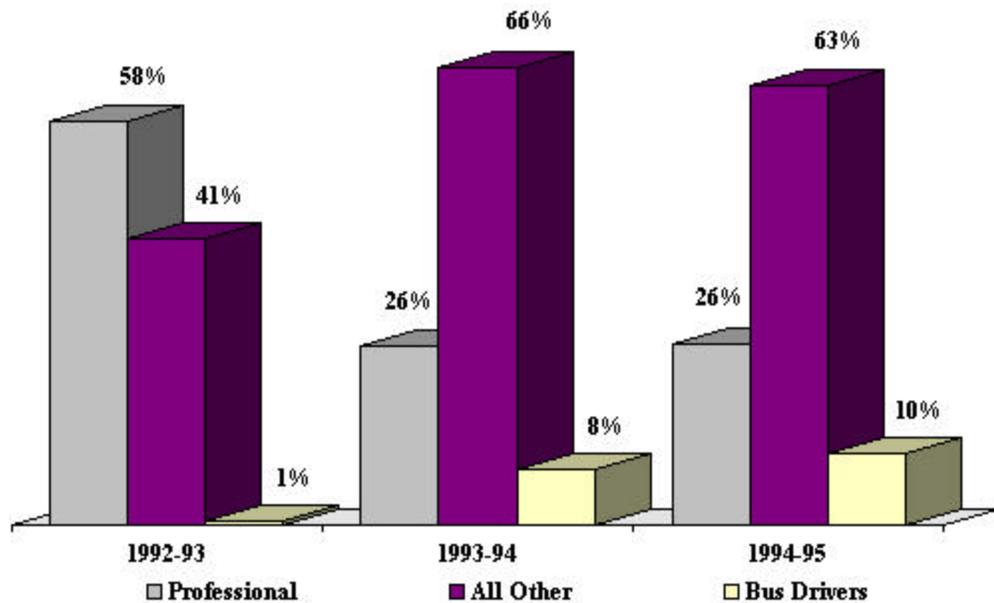
*Source: Hibbs-Hallmark Insurance Company*

**COMMENDATION**

**The district contained workers' compensation claims costs for the past three fiscal years and realized the substantial savings (\$817,000) by participating in the partially funded workers' compensation program versus a commercial program.**

**FINDING** Claims Administrative Services provides analysis of all workers' compensation claims for the district. As illustrated in **Exhibit 7-10**, workers' compensation claims are declining with regard to the district's professional workers and increasing in the other categories. The district does not investigate claims trends or target any safety programs in worker categories in which claims are largest. In addition, the district does not break claims down far enough to provide any useful data.

**Exhibit 7-10  
TISD Workers' Compensation Claims  
By Worker Category  
Fiscal 1993-93 - 1994-95**



*Source: Hibbs-Hallmark Insurance Company*

**Recommendation 55:**

**Track workers' compensation claims and costs by worker category and develop safety programs to reduce claims.**

According to the publication *Healthy Business, Fall 1995* by the Kelsey-Seybold Clinic of Houston - Department of Occupational Medicine, the strategies most effective at cutting worker's compensation costs include:

- auditing claims,
- establishing an injury prevention program and
- educating workers.

TISD should request more detailed worker compensation reports from its third party administrator and analyze claims by worker category (i.e. worker compensation claims reports should describe in more detail the "all other" worker category and the nature of all associated claims). The following information should be requested from the district's workers' compensation third party administrator:

- accident type,
- frequency of accident occurrences,
- location of accident(s) and
- frequency of accident locations.

Although the district's workers' compensation claims have continuously declined over the last three fiscal years, the district still should develop safety programs that target worker categories in which a claims history tends to be high and in which claims are increasing.

#### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The assistant superintendent of Business Services should request more detailed workers' compensation analysis from the claims administrator.	April 1996
2.	The assistant superintendent of Business Services should assign a specific individual to monitor claims and develop associated safety related programs to reduce workers' compensation costs.	June 1996

#### **FISCAL IMPACT**

Based on occupational medicine statistics provided by various health maintenance organizations (HMO's), the district should be able to save an additional 10 percent of total workers' compensation claims costs by implementing this recommendation. Workers' compensation claims cost for fiscal 1994-95 totaled \$397,130. The mid-year workers' compensation claims amount for 1995-96 closely approximates the 1994-95 amount.

<b>Recommendation</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>
Track workers' compensation claims and conduct safety programs to lower costs.	\$39,700	\$39,700	\$39,700	\$39,700	\$39,700

***Property, Casualty and General Liability Insurance***

**FINDING**

TISD maintains property and casualty insurance coverage with Hibbs-Hallmark & Company, a local Tyler insurance carrier. The district has developed a comprehensive property and casualty program that protects against financial loss. Examples of TISD's property and casualty insurance plan includes coverage for employee benefits, fire, accidents, automobile damage, crime and vandalism, theft, essential equipment and professional and public officials liability.

TISD evaluates insurance premium costs every other year to ensure the district pays the lowest possible premiums. **Exhibit 7-11** presents TISD's property related insurance coverage.

**COMMENDATION**

**TISD is commended for maintaining comprehensive, cost effective property, casualty and general liability insurance for the district.**

**Exhibit 7-11  
TISD Property Casualty/General Liability Insurance Coverage  
Fiscal 1995-96**

<b>Type of Policy</b>	<b>Insurance Company</b>	<b>Amount of Insurance</b>	<b>Deductible</b>	<b>Policy Term</b>	<b>Annual Premium</b>
<b>Package Policy:</b> Property General Liability Employee Benefits Crime Camera Equipment Computers Scoreboard	<b>Cigna Lloyds</b>	\$127,420,604 \$1,000,000 \$1,000,000 \$20,000 \$37,087 \$412,319 \$125,000	\$25,000 N/A \$1,000 \$0 \$250 \$250 \$2,500	1/1/95 to 12/31/95	\$256,482
<b>Portable Buildings:</b>	<b>Cigna Insurance</b>	\$2,547,400	\$500	1/1/95 to 12/31/95	\$14,775
<b>Fire Policy: Camp Tyler</b>	<b>Cigna Lloyds</b>	\$1,554,300	\$100	1/1/95 to 12/31/95	\$14,765
<b>Accident:</b>	<b>Hartford</b>	\$5,000/\$25,000	None	8/17/94	\$1,311

<b>Head Start Program</b>	<b>Ins.</b>			to 6/1/95	
<b>Business Automobile:</b>	<b>INA Country Mutual</b>	Bodily Injury and Property Damage \$100,000/ \$300,000/ \$100,000 \$2,500 Medical Cov.	None	1/1/95 to 12/31/95	\$83,742 (197 Units)
<b>Automobile Physical Damage:</b>	<b>INA Country Mutual</b>	Actual Cash Value	\$50 - \$500	1/1/95 to 12/31/95	\$1,847 (14 Units)
<b>Boiler and Machinery:</b>	<b>Hartford Steam Boiler</b>	\$1,000,000	\$1,000	1/1/95 to 12/31/95	\$26,204
<b>Electric Equipment:</b>	<b>Cigna Insurance</b>	\$4,000,000 Blanket	\$250	9/15/95 to 9/14/96	Pending
<b>Equipment Floater:</b>	<b>Cigna Insurance</b>	\$127,415	\$250	1/1/95 to 12/31/95	\$1,593
<b>Underground Storage Tank Liability:</b>	<b>Zurich Insurance</b>	\$1,000,000	\$5,000	4/27/95 to 4/26/96	\$3,000
<b>Access Medical Payments</b>	<b>Life Insurance of North America</b>	\$7,500 access of \$2,500	\$2,500	1/1/95 to 12/31/95	\$1,465
<b>School Board Liability:</b>	<b>National Union Fire</b>	\$2,000,000	\$10,000	1/1/95 to 12/31/95	\$26,204
<b>Public Officials Bond:</b>	<b>Westchester Fire</b>	Employee-\$5,000 Various Officials \$10,000 to \$35,000	None	1/1/95 to 12/31/95	\$747
<b>ROTC Bond:</b>	<b>U.S. Fire Insurance</b>	\$5,000	None	6/27/94 to	\$125

				6/62/95	
<b>Tax Assessor: Collector Bond</b>	<b>North River Insurance</b>	\$50,000	None	1/1/95 to 12/31/95	\$250

*Source: Hibbs-Hallmark & Company*

***Fixed Asset Protection***

**FINDINGS**

The district has the fixed assets system in place to classify, tag and reconcile its inventory of fixed assets. However, when a test of fixed assets (15 items were tested) was conducted on two of the campuses, tag numbers were absent from 10 of the 15 items tested, and in five instances, the tag number that appeared on the fixed asset listing did not appear on the item examined. All of the items tested had been placed in the district's inventory at least two years ago. The district reported that it conducts a physical inventory of fixed assets every other year.

During on-site interviews with the director of the Distribution Center and the coordinator of fixed assets and textbooks, members of the review team learned that Central Receiving has responsibility for assigning and affixing a property control number to fixed assets (i.e., "tagging"). This process is designed to control the type and location of property purchased by the district. Currently, TISD does not have a policy for tagging fixed assets. Property control tags are routinely affixed to fixed asset purchases over \$5,000, which appears to be a misinterpretation of *TEA Bulletin 679, Change 28 (Change 28)*. The bulletin outlines the method for determining if an expenditure from governmental funds should be classified as an operating expense or recorded in the general fixed assets group of accounts. *Change 28* requires expenditures for equipment and capital outlay items greater than \$5,000, with a useful life of more than one year, be recorded in the general fixed assets group. This tagging of fixed assets for purposes of property control should be accomplished for any assets the district wishes to control, such as, audio visual equipment, etc.

Because no policy exists for the tagging of fixed assets less than \$5,000, property control tags are not consistently affixed to all items of furniture and equipment throughout the district.

A test of fixed assets inventory at an elementary, middle and senior high school revealed that some controllable items were received in the central distribution center and not tagged. Other items that were recorded as being at a given campus were not located at those campuses. Some items that

were lost or stolen were still carried in fixed assets inventory. Other assets were not properly included on some campuses inventory.

**Exhibit 7-12** summarizes the results of the test of fixed assets at Griffin Elementary School, Moore Middle School and Robert E. Lee High School.

**Exhibit 7-12  
Results of Test of Fixed Assets**

Description	Griffin Elementary	Moore Middle	Robert E. Lee High	Total
Total fixed assets tested (# of items)	10	10	10	<b>30</b>
<b>Total exceptions found</b>	5	9	9	<b>23</b>
<b>Percent of exceptions to total tested</b>	50%	90%	90%	<b>77%</b>
Computer equipment tested, not tagged (# of computers)	0	21	23	<b>44</b>

*Source: TISD fixed assets listing and on site observations at the schools indicated.*

As reflected in **Exhibit 7-12**, exceptions were found with 77 percent of the items tested. These exceptions ranged from an inability to locate the item recorded in the fixed assets listing at the school to items located at the schools that were not recorded in the fixed assets listing. Moreover, the more serious exception was noted in an independent test of the computer labs at the middle and senior high schools. None of the computer equipment was tagged at either school. This is a result of the district's policy to tag only fixed assets with a value of \$5,000 or more.

**Recommendation 56:**

**Develop and implement property control policies and procedures for controlling fixed assets.**

Implementing a property control policy would provide reasonable assurance that the district's fixed assets are safeguarded and are assigned to the appropriate location. Additionally, the district should reduce its \$5,000 threshold for tagging items (specifically for computer and electronic equipment) to avoid loss from theft. (Note: This process should not effect what is capitalized, only what items are controlled).

## IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent for TISD Business Services, in cooperation with the director of the Distribution Center should develop property control policies and procedures, including the minimum asset value to be tagged.	April - May 1996
2.	The board should approve the policy.	June 1996

## FISCAL IMPACT

This recommendation can be implemented at no cost to the district.

## FINDING

The district contends that it conducts a physical inventory every other year, yet, inventory items that should have appeared on the inventory listing did not appear on the list at all, or if included on the list, were not properly tagged.

### **Recommendation 57:**

#### **Conduct a detailed inventory of fixed assets throughout the district and tag all items in accordance with the new property control policy.**

A detailed inventory of fixed assets, with the appropriate adjustment of the fixed assets listing to the actual physical inventory, would more accurately reflect the existing property within the district and help control property additions and deletions. In addition, properly tagged fixed assets would ensure that TISD's assets could be easily located and accounted for, with less risk of loss from theft. The district should continue to conduct the physical inventory every other year. These updated inventory surveys should be more effective once a thorough inventory is complete.

## IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent for Business Services should have current fixed assets listings prepared for each campus and department, and (in cooperation with the director of Purchasing) begin developing a request for proposals (RFP) to perform an inventory of fixed assets and tag fixed assets throughout the district.	May 1996
2.	The assistant superintendent for Business Services and the director of Purchasing should finalize and issue the RFP.	June - July 1996

	with a due date not to exceed 30 days.	
3.	The assistant superintendent for Business Services and the director of Purchasing should review the proposals and select the firm to conduct the fixed assets inventory.	August 1996
4.	The assistant superintendent for Business Services should submit the contract to the board for approval.	August 1996
5.	The contractor should conduct the inventory of fixed assets and tag the appropriate items.	September - November 1996
6.	The fixed assets coordinator should make the appropriate adjustments to the fixed assets inventory.	December 1996
7.	The director of the Distribution Center should conduct periodic spot checks to ensure fixed asset inventory reports are correct and up-to-date.	January 1997 and each six months thereafter
8.	The director of the Distribution Center should conduct a districtwide inventory of fixed assets. A contractor can be hired to assist the district with tagging and conducting a physical inventory.	June - August 1998 and every two years thereafter

### **FISCAL IMPACT**

In a district the size of TISD, this recommendation can be implemented at a one-time cost of \$35,000.

<b>Recommendation</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>
Hire a contractor to conduct an inventory of fixed assets	(\$35,000)	\$0	\$0	\$0	\$0

# Chapter 7

## ASSET AND RISK MANAGEMENT

### BOND ISSUANCE AND INDEBTEDNESS

#### CURRENT SITUATION

This subsection involves the issuance of bonds, debt funding and refinancing. Organization and execution of district bond issues, debt funding and refinancing are the responsibility of the assistant superintendent of Business Services. TISD's last bond issue was in 1983. The district had a refunding issue in 1985 and again in 1993. Since the last refunding issue, there have been contractual obligations issued by the district, but these did not require a vote of the public, only a vote of the district's board of trustees.

#### FINDING

First Southwest Company of Dallas was the financial advisor for the district's bond issue and bond refundings. TISD realized a savings of \$1.2 million as a result of the 1985 bond refundings and a savings of \$181,000 as a result of the 1993 bond refunding. Refunding is the process of retiring one bond issue with the proceeds of a new bond issue. **Exhibit 7-13** provides a description of TISD's outstanding bond indebtedness at the end of fiscal 1994-95.

**Exhibit 7-13**  
**TISD's Outstanding Bond Indebtedness**  
**August 31, 1995**

Description/Purpose	Interest Rate	Original Amount	Outstanding Amount
Whitehouse ISD (Annexation of residential subdivision)	Assumed	\$ 2,452	\$ 1,764
1985 Refunding	6.0% - 8.2%	\$31,620,317	\$ 8,889,683
1989 Public property finance contractual obligations (School buses and portable buildings)	6.6% - 8.5%	\$ 635,000	\$ 190,000
1990 Public property finance contractual obligations (Purchase of AS/400 mainframe computer and	5.8% - 8.5%	\$ 500,000	\$ 170,000

campus computer equipment used for instructional technology)			
1993 Refunding (Note: Outstanding amount is higher than original amount because no interest has been paid to date)	3.25% - 4.2%	\$ 6,864,920	\$ 7,002,506
<b>Total Outstanding</b>	-	-	<b>\$16,253,953</b>

*Source: TISD Audited Financial Statements (August 31, 1995)*

**Exhibit 7-14** present TISD's debt service requirement at the end of fiscal 1994-95.

**Exhibit 7-14  
TISD's Debt Service Requirement  
August 31, 1995**

<b>Year Ended August 31</b>	<b>Principal</b>	<b>Interest</b>	<b>Total Debt Requirements</b>
1996	\$3,800,850	\$96,893	\$3,897,743
1997	3,483,421	262,483	3,745,904
1998	2,822,947	656,252	3,479,199
1999	2,418,924	827,476	3,246,400
2000	2,020,170	949,830	2,970,000
Subsequent	1,707,641	1,027,359	2,735,000
<b>Total</b>	<b>\$16,253,953</b>	<b>\$3,820,293</b>	<b>\$20,074,246</b>

*Source: TISD Audited Financial Statements (August 31, 1995)*

**COMMENDATION**

**TISD is commended for refunding outstanding bond indebtedness in 1985 and 1993, saving the district \$1.38 million.**

# Chapter 8

## FINANCIAL MANAGEMENT

This section of the report reviews the financial management functions in Tyler ISD (TISD), and contains four major subsections:

- A. Planning and Budgeting
- B. Accounting and Fiscal Operations
- C. Financial and Operational Analysis
- D. Internal Management Control

### **BACKGROUND**

Effective financial management is based on resource allocations, as well as a sound financial plan that addresses districtwide short-and long-term resource requirements.

An on-going challenge for Texas school district financial managers is to develop an integrated financial management program that includes the following activities:

- Long-range and strategic planning,
- Annual budgeting,
- Capital facilities planning,
- Long-range debt financing,
- Accounting and fiscal operations and
- Asset management.

The assistant superintendent of Business Services has overall responsibility for the financial management functions in TISD. However, most of the day-to-day financial management functions are performed in the district's Budget and Accounting Department.

At present, the district does not prepare a comprehensive long-range or strategic plan that links districtwide goals and objectives to the budget process. The district has prepared an in-depth capital facilities plan (a detailed overview of the plan is discussed in Chapter 11, Facilities Use and Management) supporting a \$39 million bond election that was to be presented to the Tyler community in the fall of 1994.

TISD prepares an annual operating budget. The district's general operating budget for fiscal 1995-96 totaled \$68 million and its total expenditure budget (all funds) totaled \$84 million.

Both accounting and fiscal operations and asset management are supervised by the director of Budget and Accounting. Day-to-day work activities associated with these two financial management functions are shared by the director of Budget and Accounting and the department's bookkeepers.

**Exhibit 8-1** provides an overview of the financial-management functions performed in TISD and the staff positions assigned to perform those functions.

**Exhibit 8-1  
TISD Financial Management Function/Responsibility Matrix**

<b>Financial Management Function</b>	<b>Staff Position Assigned to Function</b>	<b>Oversight Responsibility</b>	<b>Day-to-Day Responsibility</b>
Long-Range/Strategic Planning	<ul style="list-style-type: none"> <li>No organizational unit or position assigned</li> </ul>		
Annual Budget Process	<ul style="list-style-type: none"> <li>Asst. Supt. Bus. Ser.</li> <li>Dir. Budget &amp; Acctg.</li> </ul>	✓	✓
Capital Facilities Planning	<ul style="list-style-type: none"> <li>Asst. Supt. Bus. Ser.</li> </ul>	✓	✓
Long-Range Debt Financing	<ul style="list-style-type: none"> <li>Asst. Supt. Bus. Ser.</li> </ul>	✓	✓
Accounting and Fiscal Operations	<ul style="list-style-type: none"> <li>Dir. Budget &amp; Acctg.</li> <li>Acctg. &amp; Payroll Staff</li> </ul>	✓	✓ ✓
Asset Management	<ul style="list-style-type: none"> <li>Dir. Budget &amp; Acctg.</li> </ul>	✓	✓

	<ul style="list-style-type: none"><li>• Acctg. Staff</li></ul>		
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*Source: TISD Job Descriptions*

# Chapter 8

## FINANCIAL MANAGEMENT

### PLANNING AND BUDGETING

The core activities of any financial management program are the planning and budgeting functions.

### CURRENT SITUATION

The planning function at TISD begins when the assistant superintendent for Instruction Services projects districtwide and campus level student enrollment and develops program plans for a one or two year period, depending on the funding source of the program.

A critical component of the budget process for school districts is ensuring that adequate funds will be available to support budgeted expenditures throughout the school year. School districts are required by the Texas Education Agency (TEA) to maintain reserve balances which function similarly to a savings account. The reserve fund serves several purposes, such as providing:

- A source of funds in case of emergency.
- A source of cash to pay bills in case the outflow of expenditures temporarily occurs faster than the inflow of revenues.
- A place to build up savings to make large purchases not affordable within a single year (e.g., a new computer system).

TEA guidelines recommend that the optimum fund balance for a district should cover reserves, cashflow deficits and an estimated monthly cash disbursement amount. Using recommended TEA guidelines, TISD's financial auditor prepares a calculation of the optimum fund balance and presents it in the district's annual financial report each year. **Exhibit 8-2** presents TISD's optimal fund balance.

**Exhibit 8-2**  
**Optimum Fund Balance**  
**Fiscal 1994-95**

1.	Total General Fund Balance as of 08/31/95			1.	\$6,549,191
2.	Reserved Fund Balances-- General Fund				
	3410	Inventories		2a.	\$172,674

	3430	Prepaid Items		2b.	147,142		
	3440	Outstanding Encumbrances		2c.	620,406		
	3480	Self-funded Insurance		2d.			
	3490	Other-- <u>Long-term Receivables</u>		2e.			
		Other--		2f.			
	Total Reserved Fund Balance (2a+2b+2c+2d+2e+2f)					2.	940,222
3.	Designated Unreserved Fund Balances-- General Fund						
	3510	Construction, Repairs, Renovation		3a.			
	3520	Claims and Judgments		3b.			
	3530	Expected Fiscal Year 1995 Model 401 Cash Flow Deficit		3c.			
	3540	Capital Expenditures-- Equipment		3d.			
	3590	Other		3e.			
	Total Designated Unreserved Fund Balance (3a+3b+3c+3d+3e+3f)					3.	
4.	Estimated amount needed to cover fall (9/1/95 - 1/30/96) cash flow deficits in the General Fund (Net of borrowed funds and funds representing deferred revenues).....					4.	
5.	Estimated Average Monthly Cash Disbursements of General Fund for Period 9/1/95 - 5/31/96.....					5.	5,451,390
6.	General Fund Optimum Fund Balance (Lines 2+3+4+5).....					6.	6,391,612
7.	Excess (Deficit) Net Undesignated Unreserved General Fund Fund Balance (Line 1 minus Line 6).....					7.	\$157,579

Source: TISD 1995 Financial Audit Report

During fiscal 1993-94, TISD's fund balance was below the optimum level required by TEA. During fiscal 1994-95, the district increased its fund balance to the optimum level. To avoid falling below the optimal fund balance level in future years, TISD now reviews the adequacy of its fund balance as a part of its annual budget process.

TISD's annual budgeting process begins in late March of every year, with budget forms distributed to the campuses and administrative departments. In mid-May, completed campus and administrative departmental budgets, along with any supplemental budget requests, are returned to the appropriate assistant superintendents for review. Preliminary revenue estimates and budget totals are then compiled.

During the first three weeks of June, an administrative staff committee reviews the supplemental budget requests and salary projections for the upcoming budget year. Over the next month (late June until late July), the director of Budget and Accounting runs several budget iterations until a proposed budget document is ready for executive staff review. About this same time, the district receives tax revenue estimates from the Smith County Appraisal District.

Once tax revenue estimates are available, budget work sessions are conducted with TISD board members. During the budget work sessions with the board, general budget assumptions are presented, and board members have an opportunity to seek clarification on any budget items and to request additional documentation to support specific line item expenditures.

During the first week of August, TISD's tax rate is officially set and formal notice to adopt the budget is published. TISD's school board adopts the district's budget in mid-August of each year. **Exhibit 8-3** presents TISD's fiscal 1995-96 budget preparation calendar.

**Exhibit 8-3  
TISD Fiscal 1995-96 Budget Preparation Calendar**

<b>Date</b>	<b>Budget Activity</b>
March 16	Budget calendar developed
March 30	Budget forms are distributed to campuses and departments
May 15	Campus and department budgets, along with supplemental budget requests, are submitted to assistant superintendents
May 16-	Budgets are compiled and preliminary budget totals are prepared

19	
May 25	Preliminary estimates of current year revenue are prepared
June 1-8	Administrative Staff Committee reviews supplemental budget requests
June 23	Administrative Staff Committee reviews salary projections for the current year
July 20	Executive staff reviews the proposed budget
July 25	TISD receives "Certified Tax Roll" from Smith County Appraisal District
July 27	Budget work session is held with the TISD Board
August 1	Effective and rollback tax rates are published
August 7	Notice is published to adopt budget and set tax rate
August 17	TISD Board adopts budget and formally sets district tax rate

*Source: TISD Budget and Accounting Department*

TISD's effective tax rate was lower than all nine of its peer districts for the three budget years compared (fiscal 1993-94 through fiscal 1995-96).

**Exhibit 8-4** presents a tax rate comparison for TISD peer districts.

**Exhibit 8-4  
TISD Peer District Tax Rate Comparison  
Fiscal 1993-94 through 1995-96**

District	Enrollment	# of Schools	Tax Rate		
			FY 1993-94	FY 1994-95	FY 1995-96
Irving ISD	25,4351	31	1.5546	1.5696	1.6386
Goose Creek ISD	18,031	22	1.5070	1.5892	1.5892
Galena Park ISD	16,530	19	1.5868	1.5868	1.5868
Bryan ISD	12,542	19	1.4850	1.5200	1.5200
Temple ISD	8,483	19	1.5630	1.5630	1.4616
Waco ISD	14,733	29	1.4200	1.4200	1.4200
Midland ISD	22,799	35	1.3873	1.3873	1.3873

Longview ISD	8,077	17	1.3799	1.3799	1.3799
Lufkin ISD	8,033	18	1.3694	1.3694	1.3694
<b>Tyler ISD</b>	<b>16,725</b>	<b>28</b>	<b>1.3050</b>	<b>1.2900</b>	<b>1.3030</b>

*Source: TISD Budget and Accounting Department*

**Exhibit 8-5** presents a comparison of TISD's amended budget and actual expenditures by function code. TISD actual expenditures (general operating fund) were under budget by \$1,590,840. TISD actual expenditures exceeded its budget in two function categories--guidance and counseling and co-curricular activities.

**Exhibit 8-5**  
**TISD Fiscal 1994-95 General Fund**  
**Budget vs. Actual Expenditure Comparison by Function**  
**(Student Enrollment 16,656)**

<b>Function Code</b>	<b>Expenditure Description</b>	<b>Amended 1994-95 Budget</b>	<b>1994-95 Actuals</b>	<b>Variance Over (Under)</b>
11	Instruction	\$39,100,000	\$38,639,890	(\$460,110)
21	Instructional Administration	1,170,000	1,152,344	(17,656)
22	Instructional & Media Services	1,328,000	1,261,017	(66,983)
23	School Administration	3,690,000	3,569,979	(121,021)
25	Instructional Staff Development	135,000	108,553	(26,447)
26	Communication	390,000	353,398	(36,602)
31	Guidance & Counseling	2,036,000	2,175,520	139,520
32	Attendance & Social Work	380,000	360,202	(19,798)
33	Health Services	680,000	655,434	(24,566)
34	Transportation	2,092,175	2,008,884	(83,291)
36	Co-Curricular Activities	1,150,000	1,166,705	16,705

37	Food Service	99,000	94,784	(4,216)
41	General Administration	2,788,000	2,577,235	(210,765)
42	Debt Service	2,000	1,303	(697)
51	Plant Maintenance & Operations	8,400,000	8,199,364	(200,636)
52	Facilities Acquis. & Construction	500,000	29,877	(470,123)
75	Data Processing	270,000	266,669	(3,331)
81	Community Services	15,000	13,177	(1,823)
	<b>Total Expenditures</b>	<b>\$64,225,175</b>	<b>\$62,634,335</b>	<b>(\$1,590,840)</b>

*Source: TISD 1994-95 Amended Budget and 1994-95 Audited Financial Data (Actuals)*

**Exhibit 8-6** presents TISD's budgeted revenue by source for both general operating and total expenditures (all funds) for fiscal 1995-96.

**Exhibit 8-6  
TISD Fiscal 1995-96 Budgeted Revenue**

Revenue Source	General Fund FY 1995-96	% of Total	All Funds FY 1995-96	% of Total
State	\$27,242,859	40%	\$28,118,892	34%
Local	41,148,925	60%	46,707,167	56%
Federal	25,000	-	8,555,871	10%
<b>Total</b>	<b>\$68,416,784</b>	<b>100%</b>	<b>\$83,381,930</b>	<b>100%</b>

*Source: TISD 1995-96 Budget Document*

**Exhibit 8-7** presents TISD's fiscal 1995-96 expenditure budget by function code for both general operating expenditures and all funds.

**Exhibit 8-7  
TISD Fiscal 1995-96 Expenditure Budget by Function Code**

<b>Function Code</b>	<b>Expenditure Description</b>	<b>FY 1995-96 General Operating Budget</b>	<b>FY 1995-96 (All Funds) Budget</b>
11	Instruction	\$42,781,637	\$46,216,519
21	Instructional Administrations	1,236,964	2,848,826
22	Instructional & Media Services	1,322,404	1,346,488
23	School Administration	3,985,686	4,029,628
25	Instructional Staff Development	100,000	108,649
26	Communication	326,881	333,188
31	Guidance & Counseling	1,984,533	2,718,772
32	Attendance & Social Work	387,590	545,883
33	Health Services	686,703	819,164
34	Transportation	2,249,418	2,055,061
36	Co-Curricular Activities	1,128,664	1,167,886
37	Food Service	91,777	4,611,387
41	General Administration	2,517,902	2,758,562
42	Debt Service	25,000	4,192,481
51	Plant Maintenance & Operations	9,305,779	8,413,620
52	Facilities Acquis. & Construction	65,000	1,737,278
75	Data Processing	210,727	212,955
81	Community Services	10,119	10,399
-	<b>Total Expenditures</b>	<b>\$68,416,784</b>	<b>\$84,126,746</b>

*Source: TISD 1995-96 Budget Document*

**Exhibit 8-8** presents TISD's fiscal 1995-96 budgeted expenditures by major function code. Seventy-three percent of the district's general operating budget expenditures are allocated to instruction for students (63 percent for direct instruction and 10 percent for instructional support). Fourteen percent of the district's general operating expenditures are allocated to plant maintenance and operations and 8 percent are allocated to pupil services. General administrative and debt service and data processing and community service expenditures comprise the remaining 5 percent of the district's general operating expenditures by major function code.

**Exhibit 8-8**  
**TISD Budgeted General Operating Expenditures**  
**(by Major Function Code)**  
**Fiscal 1995-96**

<b>Function Code</b>	<b>Expenditure Description</b>	<b>Amount</b>	<b>% of Total</b>
10	Instruction	\$42,781,637	63%
20	Instructional Support	6,971,935	10%
	- Instructional Administration		
	- Resources & Media Services		
	- School Administration		
	- Curriculum & Personnel Development		
	- Communication		
30	Pupil Services	6,528,685	8%
	- Guidance and Counseling		
	- Attendance Services		
	- Health Services		
	- Pupil Transportation		
	- Co-Curricular Activities		
	- Food Service		

40	General Administration & Debt Service	2,542,902	4%
50	Plant Maintenance & Operations	9,370,779	14%
70/80	Other	220,846	1%
	- Data Services		
	- Community Services		
	<b>Total</b>	<b>\$68,416,785</b>	<b>100%</b>

*Source: TISD 1995-96 Budget Document*

**Exhibit 8-9** presents TISD's budgeted general operating expenditures by object code.

**Exhibit 8-9**  
**Fiscal 1995-96 TISD Budgeted General Operating Expenditures**  
**(by Object Code)**

<b>Object Code</b>	<b>Amount</b>	<b>% of Total</b>
Payroll	\$56,418,689	82%
Purchased and Contracted Services	\$ 4,870,065	7%
Supplies/Materials	\$ 3,850,496	6%
Other Expenses	\$ 1,641,177	3%
Debt Service	\$ 25,000	0%
Capital Outlay	\$ 1,611,358	2%
<b>Total</b>	<b>\$68,416,785</b>	<b>100%</b>

*Source: TISD 1995-96 Budget Document*

**Exhibit 8-10** presents fiscal 1994-95 budgeted per pupil cost comparisons for selected TISD peer districts, broken down by function code. As shown in the exhibit below, even though TISD had the lowest general operating budget of the selected peer districts for fiscal 1994-95, it ranked second in allocation of resources to direct instruction (function code 10) behind

Goose Creek ISD. Both Waco ISD and Galena Park ISD allocated fewer resources to direct instruction than TISD.

**Exhibit 8-10**  
**TISD Selected Peer District Per Pupil Cost Comparison**  
**(by Function Code)**  
**Fiscal 1994-95 General Operating Budget**

<b>Description</b>	<b>Function Code</b>	<b>Galena Park</b>	<b>Goose Creek</b>	<b>Waco</b>	<b>Tyler</b>
Enrollment (Fall 1994)	N/A	16,992	17,837	15,564	<b>16,656</b>
# of Schools	N/A	22	19	29	<b>28</b>
Total General Operating Exp.	N/A	\$65,605,285	\$76,111,552	\$63,419,785	<b>\$63,072,016</b>
Instruction	10	\$2,340	\$2,538	\$2,347	<b>\$2,396</b>
Instructional Support	20	\$445	\$445	\$482	<b>\$365</b>
Pupil Services	30	\$344	\$461	\$407	<b>\$359</b>
Gen. Admin. & Debt Service	40	\$124	\$175	\$199	<b>\$147</b>
Plant Maintenance & Operations	50	\$581	\$605	\$589	<b>\$502</b>
Data Proc. & Comm Services	70/80	\$27	\$43	\$51	<b>\$17</b>
<b>Total Cost Per Pupil</b>	<b>N/A</b>	<b>\$3,861</b>	<b>\$4,267</b>	<b>\$4,075</b>	<b>\$3,786</b>

*Source: 1994-95 PEIMS School District Expenditures Report (Actuals)*

**FINDINGS**

The assistant superintendent for Business Services has oversight responsibility for the district's annual budget process, and the director of Budget and Accounting compiles most of the budget detail necessary for

completion of the annual budget document. Procedures and due dates for the annual budget preparation are provided in a detailed budget calendar.

TISD's current budget process begins in late March of each year. As previously discussed in Chapter 3, the board has not developed long term goals and objectives that are linked to the budget process. The board members' first involvement with the budget process does not occur until late July of each year. Adoption of the final budget is scheduled for mid-August. While on site at the district, many of board members stated that earlier involvement with the budget process would provide an opportunity to assess the allocation of budget resources to the district's priorities, thereby facilitating a more thorough analysis of budget data so that informed decisions can be made.

**Recommendation 58:**

**Involve school board members earlier in the budget process.**

TISD's budget preparation calendar should be amended to involve board members earlier in the budget process. Board members should be provided preliminary budget data in mid-May, as soon as preliminary budget compilation and budget totals are available. As recommended in Chapter 3, the board should create a standing budget committee to facilitate the budget process.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The assistant superintendent of Business Services should obtain board approval to amend the budget calendar to include presentation of preliminary budget data to the board's budget committee in mid-May.	March 1996
2.	The assistant superintendent of Business Services should notify all budget preparation participants of changes in the budget calendar.	March 1996
3.	The assistant superintendent of Business Services should present preliminary budget data to the board budget committee.	May 1996

**FISCAL IMPACT**

No cost is associated with implementing this recommendation.

**FINDINGS**

The format of TISD's official budget document is not conducive for use as a financial management tool. While on site, the management review team examined budget documents prepared for the last three fiscal years. Only

very high level summary information is included in the district's official budget documentation. TISD's official budget documentation contains the district's tax rate work sheet and estimate of local tax revenue, estimated special revenue funds, reconciliation of fund balance for the general operating fund and budgeted general operating expenditures by function code.

TISD's official budget document does not include the following:

- Assumptions used to develop the budget;
- Organizational structure of the district;
- Prior and current year budget comparisons for revenue projections;
- Prior and current year budget expenditure comparisons by function and object code;
- Expenditure budgets by campus;
- Expenditure budgets for educational programs;
- Expenditure budgets by organizational units (i.e., superintendent's office, budget and accounting department, instructional technology department) and
- Number and title of full-time equivalent employees budgeted to each organizational unit, department and campus.

**Recommendation 59:**

**Change TISD's official budget document format to make the document more useful as an operations and financial management tool.**

TISD's official budget document should be designed so that it can be used as a policy document, as an operations guide, as a financial plan and as a communication device for the district's financial management staff, TISD board members and the Tyler community.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The assistant superintendent of Business Services should begin gathering the necessary information to develop budgets for individual programs by campus.	March 1996
2.	The assistant superintendent of Business Services and the director of Budget and Accounting should begin collecting sample budget formats from Texas public school districts that develop exemplary budget documents.	March - April 1996
3.	The director of Budget and Accounting should attend budget training workshops conducted by the Texas Association of School Boards (TASB) on a periodic basis to keep abreast of budget	As available

	format enhancements that facilitate effective financial management.	
4.	The assistant superintendent of Business Services and the director of Budget and Accounting should decide on a revised budget format and incorporate the new budget in the official budget document for the 1996-97 budget cycle.	June - August 1996

## **FISCAL IMPACT**

No cost is associated with implementing this recommendation.

## **FINDING**

TISD was over budget in two function codes (guidance and counseling and co-curricular activities) during fiscal 1994-95 without formal approval. TISD has a system in place that encumbers expenditures ensuring that district expenditures do not exceed the available fund balance. Despite this system, in some cases, district officials have spent more funds than budgeted without first seeking board approval.

TEA-Bulletin 679, Change No. 30 states budget amendments must be made before commitments (encumbrances or expenditures) are made if the commitment will exceed the available balance of the appropriation on the function code level. The board of trustees must approve amendments to the budget, and the amendment must be reflected in the official minutes of the board meetings and may not occur after August 31 of each year. At a minimum, an amendment is required when a change is needed to increase any one of the functional expenditure categories. Amending the budget is not required if actual expenditures do not exceed budgeted amounts.

The district does not perform monthly budget variance analysis, nor does the district prepare and distribute monthly budget comparison reports to administrative department heads and campus principals regularly. Several district and campus administrators also indicated that budget comparison reports were difficult to understand.

### **Recommendation 60:**

**Perform monthly budget variance analysis to avoid overspending appropriations and formally amend budget before committing district funds.**

Budget variance analysis should be performed on a monthly basis for all district programs and departments. Budget variance analysis should result in district and campus administrators receiving a one-page budget

summary report comparing monthly and year-to-date budget and actual totals. The budget summary report also should provide percentage totals for each budget line item and the remaining budget for each line item.

Monthly budget variance analysis will alleviate overspending in account codes that have reached projected expenditure levels and allow the district to allocate resources at projected levels in account codes that have not reached projected expenditure levels.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The assistant superintendent of business services and the director of Budget and Accounting should submit budget amendments to the board for approval before spending any "over budget" funds.	Monthly
2.	The director of Budget and Accounting should develop a policy that states that employees responsible for overspending function codes should be reprimanded. This policy should be submitted to the board for approval.	April 1996
3.	The director of Budget and Accounting should develop budget vs. actual expenditure reports for all administrative departments and programs.	April 1996
4.	The director of Budget and Accounting should distribute budget vs. actual expenditure reports to all administrative department's and program heads on a monthly basis.	May 1996
5.	The director of Budget and Accounting should prepare summary budget vs. actual expenditure reports and provide this data to board members on a monthly basis, along with the district's other summary financial reports.	May 1996

**FISCAL IMPACT**

No cost is associated with implementing this recommendation.

# Chapter 8

## FINANCIAL MANAGEMENT

### ACCOUNTING AND FISCAL OPERATIONS

Accounting and fiscal operations involve collecting, transaction reporting and disbursing the district's, federal, state and local funds. An effective accounting and fiscal operation ensures adequate internal controls govern the district's collection and disbursement activities. Financial reports generated from the district's automated accounting system should be reported both accurately and timely.

### CURRENT SITUATION

TISD's director of Budget and Accounting has overall responsibility for managing the accounting and fiscal operations of the district. The director of Budget and Accounting is supported by an accounting coordinator, four bookkeepers and one cashier. The district's Payroll department also has a considerable impact on the fiscal operations of the district, since personnel costs are the largest expenditure category for all district organizational units. TISD's Payroll Department reports directly to the assistant superintendent of Business Services. The district's Payroll Department is staffed with two payroll clerks.

### FINDING

Accounting staff routinely post transactions and close the district's general ledger within 10 days of the end of each month. Additionally, management reports summarizing monthly financial activity for the district are submitted to the board timely each month.

### COMMENDATION

**The district should be commended for timely closing of financial records and timely presentation of financial reports to board members.**

### FINDING

Two payroll clerks process the district's payroll for more than 2,000 employees every month and also process payroll checks for all substitute teachers. Based on the current payroll processing requirements, the Payroll Department is short staffed by at least one-half full-time equivalent (FTE) employee. Lack of sufficient staff also contributes to payroll coding errors.

In practice, one of the payroll clerks actually supervises payroll processing and is compensated at an administrative pay grade, commensurate with that of a supervisor. However, this responsibility is not reflected on the organizational chart or in the clerk's job description.

**Recommendation 61:**

**Reassign responsibilities in the Payroll Department and cross-train bookkeepers on the payroll system.**

Change the job title of the senior payroll clerk, ultimately responsible for processing payroll to payroll supervisor or coordinator and develop a job description that accurately reflects supervisory job responsibilities. Dedicate the equivalent of one-half FTE from the Budget and Accounting Department staff (bookkeeper's) position to assist with payroll processing.

All of the district bookkeeper positions should learn the district's payroll system and be assigned payroll processing responsibilities regularly. In addition to alleviating the staffing shortage that currently exists in the Payroll department, having additional employees cross-trained to perform the payroll processing function will ensure that work flow is not disrupted when employees vacate a position.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The assistant superintendent of Business Services should advise the Personnel Services department of the title change of the payroll clerk to payroll supervisor or payroll coordinator.	April 1996
2.	The Personnel Services department should change the job title and assist with the development of a new job description.	April 1996
3.	The Personnel Services department should review the new job responsibilities with the payroll supervisor.	April 1996

**FISCAL IMPACT**

Since the senior payroll clerk is already compensated at a supervisor's salary, no additional increase in pay is required for the title change. The department will realize some indirect savings as a result of using cross-trained employees more effectively.

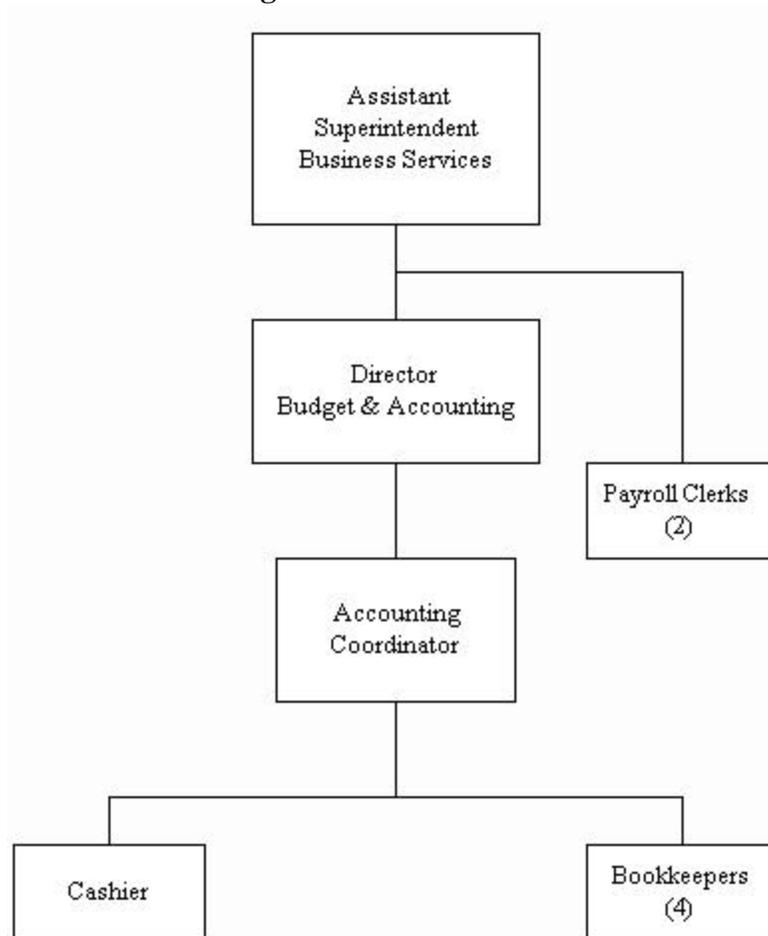
**FINDINGS**

The organizational structure that supports TISD's accounting and fiscal operations does not promote efficient financial management functions within the district. The Budgeting and Accounting Department, in which

accounting and fiscal operations are performed, and the Payroll Department are not physically located in the same organizational unit at TISD. In many school districts, these two functions are physically organized within the same department. This arrangement allows payroll personnel become more knowledgeable of the district's account code structure (resulting in reduced payroll coding errors), procedures for processing payroll accruals and budgetary considerations and constraints for payment of district employees.

**Exhibit 8-11** presents the existing Budget and Accounting Department organizational structure.

**Exhibit 8-11**  
**Existing Budget and Accounting Department**  
**Organizational Structure**

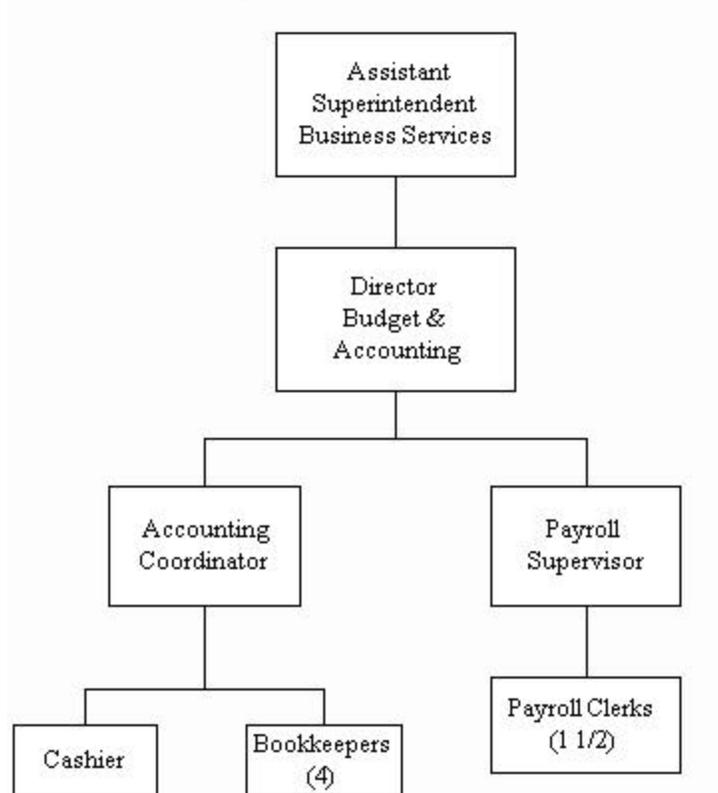


**Recommendation 62:**

**Change the district's financial management organizational structure so that the Payroll Department reports to the director of Budget and Accounting.**

Changing the reporting structure of the Payroll Department will enhance the payroll staff's knowledge of the district's account code structure and with training, reduce payroll coding and accrual errors. Presently, adequate office space is not available to co-locate the accounting operations and payroll functions. As soon as adequate space is available, however, the two functions should be co-located. **Exhibit 8-12** illustrates the proposed organizational structure for accounting and fiscal operations functions performed in the Budget and Accounting Department.

**Exhibit 8-12  
Proposed Budget and Accounting Department  
Organizational Structure**



**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The assistant superintendent of Business Services should advise the director of Budget and Accounting and the payroll clerks that the payroll processing reporting structure will be changed so that the payroll function reports to the director of Budget and Accounting.	April 1996
2.	The Personnel Services department should process transfer forms.	April 1996
3.	The Personnel Services should distribute notification of the	April 1996

	organizational change to the appropriate personnel.	
4.	The assistant superintendent of Business Services should arrange to collocate the accounting and fiscal operation functions and payroll processing functions, once office space becomes available.	When office space permits

### **FISCAL IMPACT**

No cost is associated with implementing this recommendation.

### **FINDING**

TISD has no accounting procedures manual. The district currently uses TEA's Bulletin 679 as its accounting policy manual, but its day-to-day operating procedures are not documented.

The purpose of a procedures manual is to provide accounting staff with detailed procedures for performing critical accounting functions. TEA Bulletin 679 alone is insufficient to govern district accounting operations.

### **Recommendation 63:**

#### **Develop an accounting procedures manual.**

The Budget and Accounting Department should develop a procedures manual that describes in detail the steps necessary to perform critical accounting functions. Examples of functions that should be outlined in the procedures manual include transaction postings, month-end closings, preparation for cash disbursements, handling of accounts payable, payroll processing and reconciling bank statements.

The accounting procedures manual should be used to cross-train all accounting and payroll staff.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Budget and Accounting should direct each staff member to document all critical accounting processes.	April 1996
2.	The director of Budget and Accounting should develop a draft procedures manual from documented accounting processes.	May 1996
3.	The director of Budget and Accounting should test accounting procedures against actual accounting operations.	June 1996
4.	The director of Budget and Accounting should finalize the	July 1996

	procedures manual and distribute it to all accounting staff.	
5.	The accounting procedure manual should be revised biannually, thereafter.	Ongoing

### **FISCAL IMPACT**

No cost is associated with implementing this recommendation.

### **FINDING**

A random sample of accounts payable invoices and employee travel and expense reimbursements (50 transactions) were reviewed to evaluate record keeping practices, timeliness of processing, and timeliness of payment. This review revealed that the district's Budget and Accounting Department processes some reimbursements (7 of the 50 transactions tested) without sufficient documentation for payment. Additionally, in some cases (6 of the 50 transactions), payment was issued to vendors 30 to 45 days after the due date.

### **Recommendation 64:**

#### **Develop a procedure for processing vendor invoices for payment.**

Procedures should be developed for handling the accounts payable functions. In all cases, adequate documentation should be attached to a vendor invoice before approving the invoice for payment. A processing schedule should be established giving optimal processing times so that payments are received by vendors in a timely manner and the district receives vendor discounts. Once the appropriate procedures have been developed, staff should be trained to use the procedures.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The accounting coordinator should develop a procedure for processing appropriately documented district invoices.	March 1996
2.	The director of Budget and Accounting and the accounting coordinator should develop a schedule for promptly paying invoices.	March 1996
3.	The procedure for processing vendor invoices should be tested and included in the accounting procedure manual.	March 1996
4.	Bookkeepers should receive training to use the new vendor payments processing procedure.	March 1996

## **FISCAL IMPACT**

No cost is associated with implementing this recommendation.

# Chapter 8

## FINANCIAL MANAGEMENT

### FINANCIAL AND OPERATIONAL ANALYSIS

Financial and operational analysis measures how effectively a school district's financial resources are spent and evaluates the performance of educational programs and services. Financial and operational analysis is also performed to alert management of changes in financial situations that could cause a negative impact on the district.

### FINDING

All Texas school districts must submit budget and actual financial data to the Public Education Information Management System (PEIMS), a division of the Texas Education Agency (TEA). While the PEIMS submission process is time consuming, data submissions can be used as a valuable tool to assist district's such as TISD perform comparative cost analysis for all operational units such as data processing, maintenance, transportation and food service. Cost analysis involves the examination and evaluation of costs and related statistical information to determine the implications of past, present and future actions. A major use of cost analysis is to provide information concerning available alternatives and to help select those alternatives considered appropriate.

Presently, TISD does not effectively use PEIMS data to perform cost analysis. An example of how PEIMS data can be used in comparative cost analysis includes year-to- year budgeted and actual expenditure trend comparisons for TISD and selected districts.

### Recommendation 65:

#### Establish a system for routinely performing financial cost analysis.

Comparative cost analysis will assist district's identify opportunities cost savings opportunities as well as areas in which additional resources should be allocated.

### IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Budget and Accounting should request PEIMS data files (budget or actual) for the past of three to five years.	March 1996
2.	Using a spreadsheet, the director of Budget and Accounting should perform analysis of selected revenue categories or expenditures.	March 1996

	comparing expenditures to applicable volumes of measure such as enrollment, number of schools in the district, number of employees in a department, and the like.	
3.	The director of Budget and Accounting should develop specific performance measures and perform data analysis.	March 1996
4.	The director of Budget and Accounting should routinely perform similar analysis to determine operational trends.	
5.	The director of Budget and Accounting should train department and program heads to perform similar analysis.	Ongoing

### **FISCAL IMPACT**

No cost is associated with the implementing this recommendation.

# Chapter 8

## FINANCIAL MANAGEMENT

### INTERNAL MANAGEMENT CONTROL

Effective internal management control is necessary to protect the integrity of the district's financial records from misstatements and to safeguard district assets. According to AICPA Statement No. 55 on Auditing Standards, various factors promote an effective internal control environment and should include:

- Management philosophy and operating style;
- Functioning committees, particularly the audit committee;
- Methods of assigning authority and responsibility;
- Methods of monitoring and following-up on performance, including internal audit performance recommendations and
- External influences affecting internal control, particularly monitoring and compliance.

Texas school district policy guidelines recommend achieving internal management control through compliance with generally accepted accounting standards for *Government*

*Auditing Standards, Bulletin 679*, published by TEA, audit guidelines from *Audits of State and Local Governments*, federal program guidelines and the district's board policies and procedures.

### CURRENT SITUATION

The district engages a local certified public accounting (CPA) firm to conduct an annual comprehensive financial audit. The district's financial audit includes an extensive review of its internal management control procedures. The annual cost of the district's financial audit is \$34,500.

A critical component of the financial audit is the CPA firm's evaluation and findings related to "overall compliance and internal controls." In this section of the audit, the CPA firm cites the significant internal control structure policies and procedures that should be followed, along with a comprehensive description of current year reportable conditions or findings requiring significant attention. Prior year reportable conditions or findings that have not been corrected are also included in the "overall compliance and internal control section."

Findings related to internal management control deficiencies are highlighted in the district's "Management Letter," issued at the same time

as the districts annual financial report. "Management Letters" typically contain opportunities for improving internal control deficiencies and should be taken as seriously as audit findings included in the district's annual financial report.

## **FINDINGS**

The district's financial audit reports were reviewed for the last three fiscal years: August 31, 1993, August 31, 1994 and August 31, 1995 (fiscal 1992-93 through fiscal 1994-95). The management review team also reviewed the district's "Management Letters" associated with the financial audits for the last three fiscal years.

Each of the financial audit reports described recurring findings that require significant attention. Recurring internal control deficiencies were noted in the district's fiscal 1994-95 financial audit report, dated October 31, 1995 as follows:

### Special Revenue Funds

An expense reported on a completion report for a Special Education grant was later voided; however, the district did not amend the final report and return this amount. After discovery, TEA allowed the district to reclassify the amount as indirect costs and keep the funds. There should be a control in place to prevent a reoccurrence.

### Budget Compliance

Three state grants (Regional Day School for the Deaf, State Supplemental Visually Impaired and Comprehensive Developmental Guidance Program) recorded as special revenue funds went over legally approved budget amounts without budgeting a transfer from the general fund to cover the overage. This coverage occurred before the final amendment to the budget was made in August 1995.

### Revolving Funds

Bulletin 679 recommends that departments providing services to the entire district be accounted for as internal service funds. Funds presently recorded as revolving funds in the general fund that could be affected are graphics, transportation, snack bar and copy machine. Currently, revenues and expenditures in these funds are recorded to a revolving asset account in the general fund and are not budgeted. These funds should be recorded in the internal service fund.

### Student Activity Funds

Sponsors in student activity funds were not strictly following established procedures.

- Several campuses had written checks in excess of campus authority: Hubbard Middle School, Ramey Elementary and St. Louis Elementary.
- Deficits in student activity funds appear to be increasing, particularly in John Tyler's textbook fund and the Blue Brigade fund.

### PEIMS Data

In auditing PEIMS fiscal data, teacher retirement expenditures are not coded properly. This procedure affects TEA's calculation of the district's indirect cost rate.

### Tax Assessor/Collector Bond

Section 6.29 of the Property Tax Code requires that the district's tax collector be bonded in an amount approved by the board. It was noted that the tax collector was properly bonded, but the amount was not approved by the board.

The assistant superintendent for Business Services is responsible for writing responses to the audit reports and for overseeing the necessary corrections. Following the issuance of the final audit report, the assistant superintendent submits a report on the audit findings to the full board. Beginning in fiscal 1994-95 the responses to internal control deficiencies are also published in the back of the district's financial audit report.

Additionally, when internal reviews are done of specific programs or operations in the district, they are done under the guidance and direction of the assistant superintendent of Business Services. If the review was requested by the board, the district administration prepares a formal report of findings for the board. If the review was initiated internally, reports to the board are optional, depending on the scope of the review and the nature of the findings. For example, a review of activity funds requested by a board member would result in a formal report. A sampling of purchase orders to determine compliance with certain policies or procedures may not result in a formal report to the board unless significant problems are detected, requiring action by the board.

Because there is no standing committee of the board with responsibility for examining audit results or ensuring correction of internal control weaknesses, the board has little direct knowledge of or influence over the problems. Micromanagement typically occurs when the board feels left

out of the information and decision making loop. Standing committees, such as an audit committee, give board members more direct information about district operations and typically instill trust in the decisions of the district's administration.

**Recommendation 66:**

**Hire an internal auditor and establish a board audit committee.**

The district's internal auditor should be charged with ensuring timely compliance with internal control policies and procedures. For example, an internal auditor could be assigned the following responsibilities:

- review management and operational performance,
- prepare schedules for financial audit,
- conduct audit of student activity funds and
- assist with testing fixed assets.

Once the internal auditor is hired, the position should report functionally to the school board's audit committee and administratively to the district's superintendent.

The audit committee should be established to monitor the internal audit function by reviewing scope of work, internal audit plan, goals and objectives. The audit committee also may request the internal auditor perform special studies, investigations or other services in matters of interest or concern to the board.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The assistant superintendent of Business Services should develop a job description for an internal auditor, post the position and hire an internal auditor for the district.	August 1996
2.	After hiring the internal auditor, the assistant superintendent of Business Services and the superintendent should develop an audit plan that prioritizes internal management control deficiencies that need to be reviewed and corrected.	September 1996
3.	The internal auditor should develop a mission statement, an internal charter and internal audit procedures for the district.	September 1996
4.	The board should establish an audit committee and determine its charter.	October 1996
5.	The audit committee should approve the internal auditor's mission statement, internal audit charter and audit procedures.	November 1996

6.	The internal auditor should prepare and submit internal audit reports to the board's audit committee.	Quarterly
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**FISCAL IMPACT**

The estimated annual salary for internal auditor is \$41,380 (\$35,000 per year plus an employee benefits rate of 18.23%).

If used effectively, the internal auditor position will improve internal management controls at the district and save the district \$8,625 (\$34,500 X 25%) of the total cost associated with conducting its annual external audit.

<b>Recommendation</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>
Hire an internal auditor	(\$32,754)	(\$32,754)	(\$32,754)	(\$32,754)	(\$32,754)

# Chapter 9

## INFORMATION SERVICES

This chapter of the report contains two sections on the information services functions at Tyler ISD (TISD).

### A. Data Processing

- Organization and Staffing
- Business and Student Services Computing
- User Involvement and Communication
- Audit Visual Repair
- Long-Range Planning

### B. Instructional Technology

- Organization and Staffing
- Instructional Computing
- User Involvement and Communication

## **DATA PROCESSING**

### **BACKGROUND**

Texas school districts handle information services in a variety of ways. Some school districts organize all computing services functions into one department (both business services and instructional computing). Other school districts are organized with business services computing handled by one department that typically reports to the chief business officer of the district and instructional computing reporting to the chief instructional officer of the district.

TISD has two departments that handle information services. The Data Processing Department handles all information services for business and student services computing (financial, personnel, purchasing and student databases) for the district and reports to the assistant superintendent of Business Services. The Instructional Technology Department handles all instructional computing (classroom technology) for the district, and reports to the executive director(s) of secondary and elementary instruction, respectively.

Since the functions related to business and student services and instructional computing are handled differently at various school districts, it is difficult to make an exact comparison. For example, some school districts may perform more services in-house, while other school districts contract out a substantial portion of computing services. Even when all computing services are performed in-house, some districts may provide a

wide array of computing services, while others provide more limited services.

In 1990, Data Processing underwent an operations evaluation performed by an outside accounting firm. The review of Data Processing's operations revealed that the department was historically under-funded, short staffed and had outdated hardware technology. Because of the lack of hardware computing power, Data Processing could not meet many of the district's business and student services computing needs. A summary of departmental weaknesses included:

- Production delays
- Backlog of programming requests
- Inadequate verification of payroll coding
- Incorrect magnetic media submission to the Internal Revenue Service
- Irregular work hours for departmental personnel

In 1991, Data Processing upgraded its mainframe computer to an IBM AS/400. The department also purchased the National Computer Systems (NCS) software for education systems to run on the new mainframe. The NCS software is one of the educational software packages endorsed by the Texas Education Agency (TEA).

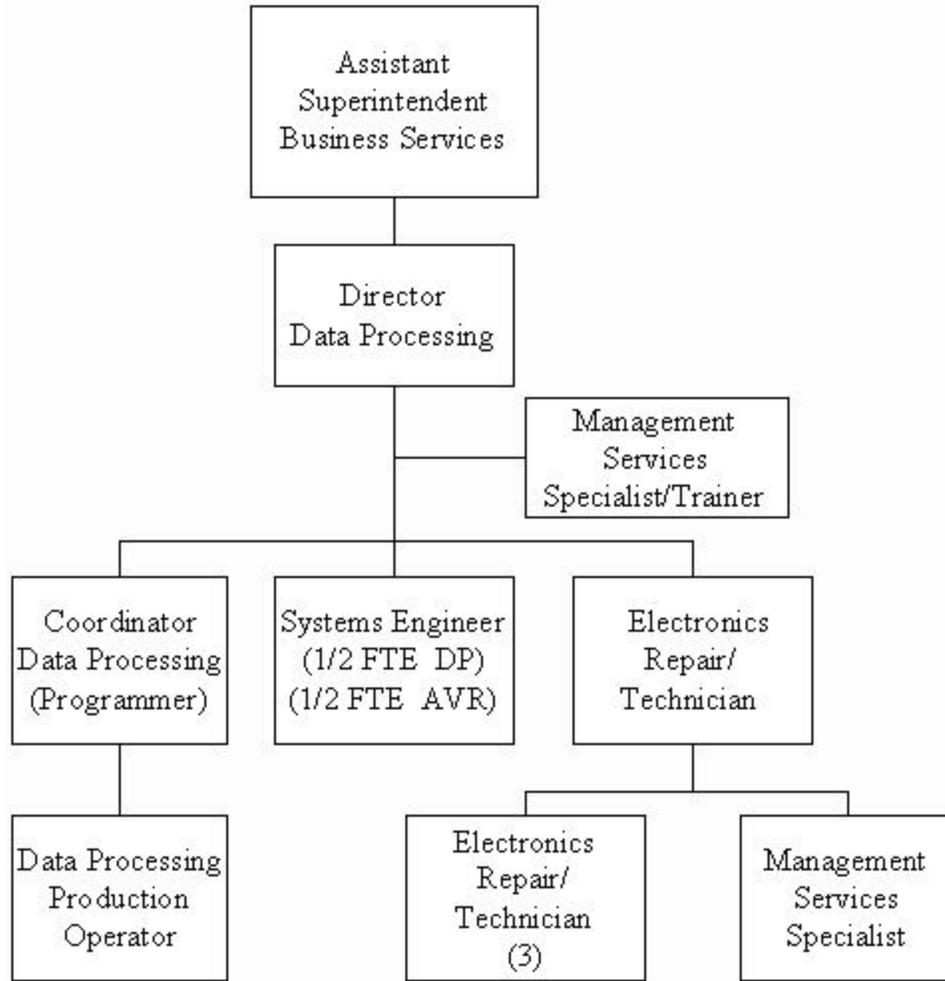
At this time, TISD's Data Processing Department maintains the necessary software applications to meet most district and campus needs.

### *Organization and Staffing*

#### **CURRENT SITUATION**

TISD's Data Processing Department is managed by a director, a programmer, a computer operator (one-half of the computer operator's time is spent in the Audio Visual Repair conducting diagnostic tests on computer equipment) and a computer operator/secretary. The department's annual budget was \$311,000 for fiscal 1994-95. In addition to managing the data processing functions for the district, the director of Data Processing manages an audio visual repair unit, which repairs more than 90 percent of the district's computers and electronic equipment. The audio visual repair unit has a staff of five and one-half FTEs and had a separate annual operating budget of \$144,000 for fiscal 1994-95. TISD's Data Processing Department organizational structure is shown in **Exhibit 9-1**.

**Exhibit 9-1  
Data Processing Department Organizational Structure**



**Exhibit 9-2** summarizes responsibilities of the TISD data processing staff.

**Exhibit 9-2  
TISD Data Processing Department  
Position/Responsibility Matrix**

Position	Major Position Responsibilities
Director	<ul style="list-style-type: none"> <li>• Management and planning</li> <li>• Programming</li> <li>• System design</li> <li>• Trouble shooting problems</li> <li>• Training</li> </ul>
Programmer	<ul style="list-style-type: none"> <li>• Programming</li> </ul>

	<ul style="list-style-type: none"> <li>• Trouble shooting</li> <li>• Training</li> </ul>
Computer Operator	<ul style="list-style-type: none"> <li>• Data Input</li> <li>• Data Processing</li> </ul>
Computer Operator/Secretary	<ul style="list-style-type: none"> <li>• Data Input</li> <li>• Clerical Support</li> </ul>

*Source: TISD Data Processing Department*

**Exhibit 9-3** compares TISD's Data Processing Department staffing to that of peer districts on the basis of staff per 1,000 students. The department staffing ratio is lower than two of the three peer districts.

**Exhibit 9-3  
Data Processing Staffing Comparison  
TISD Selected Peer Districts  
Fiscal 1994-95**

District	FY 1994-95 Enrollment	Total Data Processing Staff	Data Processing Staff Per 1,000 Students
Goose Creek ISD	17,837	12.0	.67
Waco ISD	15,564	10.5	.67
<b>Tyler ISD</b>	<b>16,656</b>	<b>4.5</b>	<b>.27</b>
Galena Park ISD	16,992	4.0	.24
<b>Average w/o Tyler ISD</b>	<b>16,797</b>	<b>8.8</b>	<b>.53</b>

*Source: TISD Data Processing Department*

**FINDINGS**

Although Data Processing maintains the necessary software applications on its mainframe computer to service the district, an informal survey of users, such as campus administration and Food Service staff who use the student database, revealed that several applications are not used to full capacity because users require additional training. Since Data Processing

does not offer formal training, users must rely on the "help-desk" for assistance in resolving mainframe questions. Data Processing's "help-desk" is staffed by the Management Services Specialist Trainer that only spends 15 to 20 percent of the time on districtwide mainframe computer training needs.

**Recommendation 67:**

**Hire a systems applications trainer.**

A systems applications trainer is needed to demonstrate how software applications can be used to full potential.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Data Processing should develop job descriptions for a systems applications trainer and advertise the position.	June - August 1996
2.	The director of Data Processing should hire an individual to fill the position.	September 1996
3.	The director of Data Processing should train newly hired trainer to fulfill job requirements.	September 1996

**FISCAL IMPACT**

The estimated annual salary for the systems application trainer position is \$25,000 per year plus an employee benefits rate of 18.23 percent

<b>Recommendation</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1999-2000</b>	<b>2000-2001</b>	<b>2000-01</b>
Hire systems applications trainer	(\$29,558)	(\$29,558)	(\$29,558)	(\$29,558)	(\$29,558)

***Business and Student Services Computing***

**CURRENT SITUATION**

The goal of business and student services computing is to provide information to district and campus administration in a manner that streamline operations.

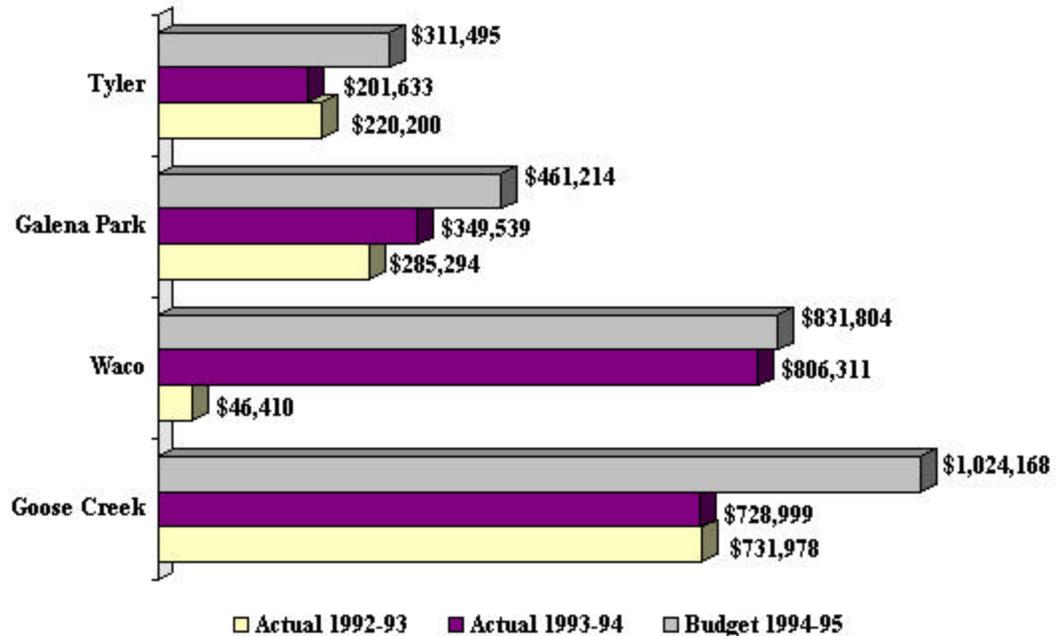
The direct users of business services computing are Personnel Services, Budget and Accounting, Purchasing and Warehousing and Food Service.

Facilities and Transportation Services are not direct users because software programs for these departments are not run on the district's mainframe computer.

Campus administrators are the main users of student services computing. Applications used for student services include attendance, enrollment, grade reporting, student performance tracking and class scheduling.

**Exhibit 9-4** illustrates data processing budget expenditure trends for the past three fiscal years. Historically, TISD has spent less on data processing than its peer school districts.

**Exhibit 9-4**  
**Data Processing Budgeted Expenditure Trends**  
**TISD and Selected Peer Districts**  
**Fiscal 1992-93 through 1994-95**



*Source: 1994-95 PEIMS School District Expenditures Report (Actuals)*

**Exhibit 9-5** presents comparisons for TISD and peer district Data Processing Departments. Comparative information includes the number of schools served, average staff size and data processing budget by expenditure line item.

**Exhibit 9-5**  
**Data Processing Budget Comparisons**

**TISD and Selected Peer Districts  
Fiscal 1994-95**

Description	Goose Creek ISD	Waco ISD	Galena Park ISD	Tyler ISD	Average W/O Tyler
<b>Enrollment</b>	17,837	15,564	16,992	<b>16,656</b>	16,797
<b># of Schools Serviced</b>	19	29	22	<b>28</b>	23
<b>Total DP Staff</b>	12	10.5	4	<b>4.5</b>	8.83
<b>Payroll Costs</b>	\$467,228	\$416,134	\$185,164	<b>\$184,395</b>	\$356,175
<b>Contracted Services</b>	182,305	337,600	175,750	<b>44,000</b>	231,885
<b>Supplies and Materials</b>	96,510	32,020	75,800	<b>78,900</b>	68,110
<b>Other Operating Expenses</b>	15,170	1,818	5,500	<b>4,200</b>	7,496
<b>Capital Outlay</b>	262,955	44,232	19,000	<b>0</b>	108,729
<b>Total Data Processing Budget</b>	\$1,024,168	\$831,804	\$461,214	<b>\$311,495</b>	\$772,395

*Source: PEIMS 1994-95 Budget Financial Data*

**Exhibit 9-6** presents budgeted data processing cost-per-pupil comparisons for TISD and selected peer districts. TISD's budgeted data processing cost per pupil is lower than that of selected school districts compared.

**Exhibit 9-6  
Data Processing Cost Per Pupil Comparisons  
TISD and Selected Peer Districts  
Fiscal 1994-95**

Description	Goose Creek ISD	Waco ISD	Galena Park ISD	Tyler ISD	Average W/O Tyler
<b>Enrollment</b>	17,837	15,564	16,992	<b>16,656</b>	16,797
<b># of Schools Serviced</b>	19	29	22	<b>28</b>	23
<b>Total Data</b>	\$1,024,168	\$831,804	\$461,214	<b>\$311,495</b>	\$772,395

<b>Processing Cost</b>					
<b>Average Data Processing Cost Per Pupil</b>	\$57.42	\$53.44	\$27.14	<b>\$18.70</b>	\$46.00

*Source: 1994-95 PEIMS School District Expenditures Report (Actuals)*

## **FINDING**

Data Processing does not support software applications needed to meet the Facilities and Transportation Services department's business needs (i.e., labor costs, maintenance costs, materials costs, and the like).

The absence of these software applications on the district's mainframe computer causes district and campus administration to complete and track maintenance service requests manually.

### **Recommendation 68:**

**Assist the Facilities and Transportation Services departments to evaluate and select appropriate software to be installed on the district's mainframe computer.**

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Data Processing (along with Facilities and Transportation staff) should evaluate work order maintenance software.	April 1996
2.	Once selected, the director of Data Processing should purchase and install the new maintenance software on the district's mainframe computer.	May 1996
3.	The director of Data Processing should coordinate training on the new software to all potential users.	June 1996

## **FISCAL IMPACT**

The estimated cost of this software is \$44,000. The cost of the software is included in the Facilities Use and Management - Chapter 9.

### ***User Involvement and Communication***

## **FINDING**

As part of the review process, the management review team conducted an informal user survey. The survey revealed that TISD's Data Processing Department does a good job with available resources. However, the many users believe the department cannot provide management reports and other useful information to central administrators and student services users in a reasonable time. Both central administrators and student services users reported that Data Processing is not as service oriented as it should be. Several of the student services users expressed a need for improved design, quality and timeliness of management reports provided by Data Processing.

Others had more global concerns. For example, users told the review team Data Processing should:

- Provide users the ability to "query the system."
- Enhance food service management reports to include automated revenue and expenditure reports by campus and provide more expenditure line-item detail.
- Enhance personnel management reports to include the number of FTEs assigned to departments.
- Provide the capacity to compose and print attendance letters that match data selected from attendance reports.
- Provide the capacity to complete withdrawal forms to combine student information and print from the AS/400.
- Upgrade student history files to include student name, justify grades within field and transfer files among campuses.
- Develop a conflict matrix that assists with "Master Schedule" development.
- Modify and correct the student scheduling program so that errors are automatically identified, including schedules where no class periods have been assigned.
- Develop a "Master Schedule" linking system.
- Develop summer school files that automatically transfer student information from the student access file to the grade history file.

### **Recommendation 69:**

#### **Establish a user committee for business and student services computing.**

The district should establish a committee of business services (accounting, payroll, personnel and food services) and instructional (secondary and elementary program heads) users. A user committee should promote communication between the data processing staff members and end users. A staff member knowledgeable about business services management report requirements should be assigned to participate on the committee.

## IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Data Processing should form a committee of business services computing users.	April 1996
2.	The director of Data Processing and committee members should identify strategies and action plans to resolve outstanding business computing services issues.	Ongoing

## FISCAL IMPACT

No cost is associated with implementing this recommendation.

## FINDING

Data Processing is planning to purchase and install a Wide Area Network (WAN). Documentation developed by the department shows the purpose of the WAN will:

- Reduce the number of stand-alone PC-based computers required for district and administrative use.
- Promote standardization of administrative software throughout the district.
- Improve communications within and between departments (i.e. E-Mail).
- Improve teacher training using networks and networked education software.

Although plans have been made by Data Processing to purchase the WAN, the district did not budget for this system and the likelihood of funding for fiscal 1996-97 was questionable.

### **Recommendation 70:**

**Incorporate cost estimates of a network communications system into the fiscal 1996-97 budget and develop a definitive schedule to network campuses to central administration.**

A WAN would allow direct access to administrative data on the AS/400 using Windows-based software applications such as Word, Excel, Access and FoxPro, reducing the need for numerous PC-based computers. Many campus administrators expressed a need to have E-Mail installed at all campuses. E-Mail can be used to transmit messages and data electronically between district administration and campuses.

## IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Data Processing should submit a supplemental budget request (during the annual budget process) to the assistant superintendent of Business Services to include the cost of networking campuses and central administration.	June - August 1996
2.	The director of Data Processing should purchase network for the district.	September 1996
3.	The director of Data Processing should develop a schedule (by campus) to install a network communications system.	September 1996
4.	The director of Data Processing should train new staff.	September 1996

### **FISCAL IMPACT**

The estimated one-time cost of purchasing and installing the network is \$30,000.

<b>Recommendation</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>
Purchase WAN	(\$30,000)	\$0	\$0	\$0	\$0

### **FINDING**

The district's Data Processing Department does not help other departments develop purchase specifications for computers and software for administrative use, nor do they provide standards for the procurement of compatible hardware and software. The lack purchasing standards results in the purchase of incompatible software and hardware. It is more difficult for users to exchange data, when the computers and software are not compatible, and maintenance cost are often increased.

#### **Recommendation 71:**

**Develop purchasing standards for computer hardware and software.**

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Data Processing should determine a current inventory of hardware (computers) and software for administrative use.	June 1996
2.	From the inventory, the director of Data Processing should determine hardware and software that has been the most economical and functional.	July 1996

3.	The director of Data Processing should develop specifications and standards for future hardware and software purchases based on its research and establish guidelines for purchases.	August 1996
4.	The director of Data Processing should submit specification/standards for PC hardware and software purchases to Purchasing for incorporation into the district's purchasing requisition guidelines.	August 1996

### **FISCAL IMPACT**

While there are no direct cost savings associated with implementing this recommendation. Indirect cost savings should be realized since district personnel will begin to make wiser more conservative hardware and software purchases based on the district's new standards for compatibility.

### *Audio Visual Repair*

### **CURRENT SITUATION**

The Audio/Visual Repair unit is responsible for repairing 90 percent of the district's computers and electronic equipment. The remaining computer and electronic repairs are made by local computer repair vendors. The unit reports to the Data Processing Department. The audio/visual operation is housed on the John Tyler High School campus. The Audio/Visual Repair unit typically has a backlog of more than 100 pieces of equipment. During fiscal 1994-95, the unit repaired nearly 1,900 pieces of electronic equipment, computers and peripheral equipment.

### **FINDING**

The Audio/Visual Repair unit repairs electronic and computer equipment for the campuses and central administration. Priority is given to equipment needed for classroom instruction (i.e. computers for classrooms, video equipment for classrooms, etc.).

### **COMMENDATION**

**Audio/Visual Repair prioritizes instructional support equipment repairs and makes these repairs in a timely manner, thereby minimizing down time for equipment required for student learning.**

### **FINDINGS**

User's view TISD's Audio/Visual Repair services as being more economical than most commercial repair shops and for providing high quality repairs, even though in-house repairs take longer to complete.

The prevailing minimum hourly repair rate for computer repairs in the Tyler are is \$60 plus parts; electronic repairs can run \$40 per hour plus parts. Although TISD's Audio Visual Repair unit's work order records contained insufficient detail to determine labor cost savings achieved by the unit accurately, labor costs were estimated at \$20 to \$25 per hour (plus parts), a substantial savings.

## **COMMENDATION**

**TISD has achieved savings by repairing computer and electronic equipment in-house.**

## **FINDING**

TISD's Audio/Visual Repair unit lacks an automated system to prioritize, track and maintain the costs associated with computer and electronic repairs.

### **Recommendation 72:**

**Obtain a work order system to track computer and electronic repairs.**

TISD's Facilities Department is in the process of evaluating and acquiring a work order tracking system (a work distribution management system) capable of: numbering work orders; prioritizing work orders; recording labor hours; parts costs; costing parts, and indicating work completion status.

An automated work order tracking system should improve the efficiency of the Audio/Visual Repair unit because it will help to prioritize items needing repair, thus reducing delays. An automated tracking system also will enable staff to track the costs and frequency of repairs for individual items and determine when equipment repair costs exceed the purchase price of a new equipment. Parts inventory can be monitored better with a work order tracking system and frequently purchased parts may be bought by the district using volume purchase discounts. Additionally, by tracking labor hours associated with electronic equipment and computer repairs, the Audio Visual Repair unit may identify staff efficiency improvement opportunities, thus achieving additional costs savings.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Data Processing and the electronics repair technicians should assist with the evaluation of the proposed work order system for the Facilities Department.	April 1996
2.	Once selected, the electronics repair technicians should receive training on how to use the new work order system provided by the software vendor.	May 1996
3.	The electronics repair technicians should install the new work order system in the Audio/Visual Repair unit.	May 1996
4.	The electronics repair technicians should process and track all new audio/visual repair work orders on the new work order system.	May 1996

### **FISCAL IMPACT**

The Audio/Visual Repair unit can use the work order tracking software being purchased by Facilities Services. Since the Data Processing programming staff can modify the software to meet the Audio/Visual Repair unit's requirements, this recommendation can be implemented with existing resources.

### ***Long-Range Planning***

### **CURRENT SITUATION**

The Texas Education Agency (TEA) requires districts to submit a long-range technology plan, focused on instructional technology, to be eligible for technology allotment funds.

### **FINDING**

Although TISD has developed a long-range plan for data processing services in compliance with TEA's technology plan requirements, the plan is not comprehensive and does not provide adequate direction for the district's future business computing environment. The Data Processing Department's existing long-range technology plan does not include staffing plans, implementation strategies or assignment of responsibilities. Additionally, many of the technology objectives included in the plan do not have funding estimates.

### **Recommendation 73:**

**Develop a comprehensive long-range technology plan for business and student services computing.**

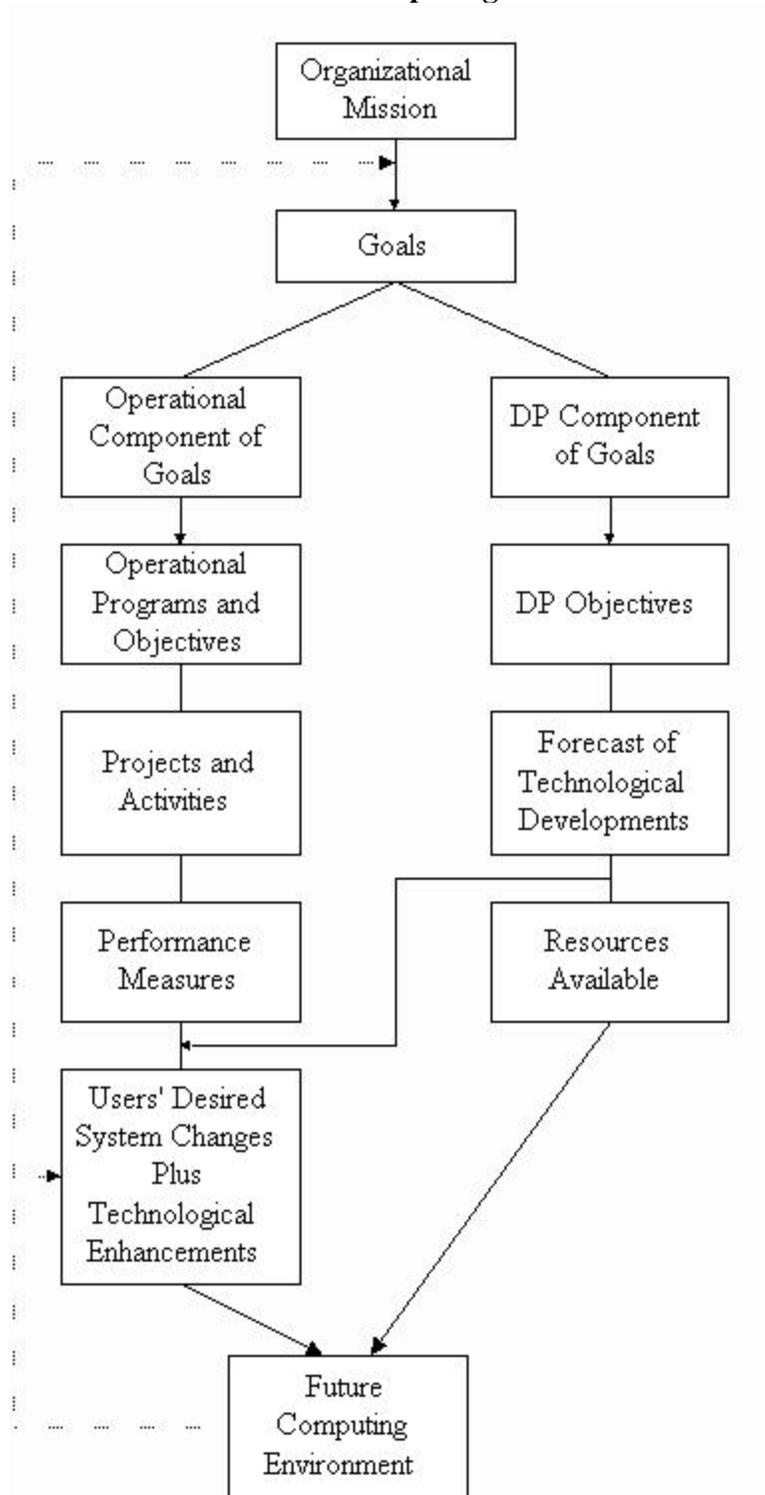
**Exhibit 9-7** illustrates the recommended approach for the Data Processing Department's long-range plan.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent should create a long-range planning committee for computing services.	April - May 1996
2.	The superintendent should appoint the director of Data Processing as the chair of the computing services long-range planning committee.	April 1996
3.	The committee should establish data processing goals and objectives to include in districtwide strategic planning.	May 1996
4.	The committee should perform a data processing needs assessment (i.e., obtain input from campus and administrative users).	June 1996
5.	The committee should prepare a draft forecast of technological requirements, accompanying priorities and assumptions.	July 1996
6.	The committee should determine funding requirements and available resources.	July 1996
7.	The committee should obtain final input from campus and administrative end users.	August 1996
8.	The director of Data Processing and the committee should develop specific long-range strategies.	August - October 1996

**Exhibit 9-7**  
**Long-Range Technology Plan**

## for Business Computing Services



### FISCAL IMPACT

No cost is associated with implementing this recommendation.

# Chapter 9

## INFORMATION SERVICES

### **INSTRUCTIONAL TECHNOLOGY**

The Instructional Technology Department is responsible for assisting in the evaluation and implementation of technology and curriculum. The department provides technical assistance to campuses about the acquisition and use of hardware and software, and conducts in-service training for staff.

The effective use of technology to help educators deliver and manage instruction and instruction-related services has become a common indicator of successful schools and school districts. The goals are to ensure that current instructional technology is available and appropriately used by students, and educators are adequately trained to use computer hardware and software as a cost-effective tool to deliver and manage instruction and instruction-related services.

### **BACKGROUND**

The use of instructional technology at the district began in fiscal 1984-85, when funds were allocated from a bond election to purchase computer labs for district elementary and middle schools (about 10 computers per computer lab) and to meet the required computer course mandates at the district's high schools.

In 1993, TISD developed a long-range technology plan to take the district into the year 2000 in technological improvements. The plan includes the implementation of a comprehensive network connecting classrooms, schools and information sources to achieve equal access to information and resources across the district. With this plan, the district hopes to achieve access to technology for teachers and students in every classroom and at each grade level. District officials acknowledge that to achieve the goals included in the plan, continuous and thorough teacher training in the use of technology for instruction is essential.

### ***Organization and Staffing***

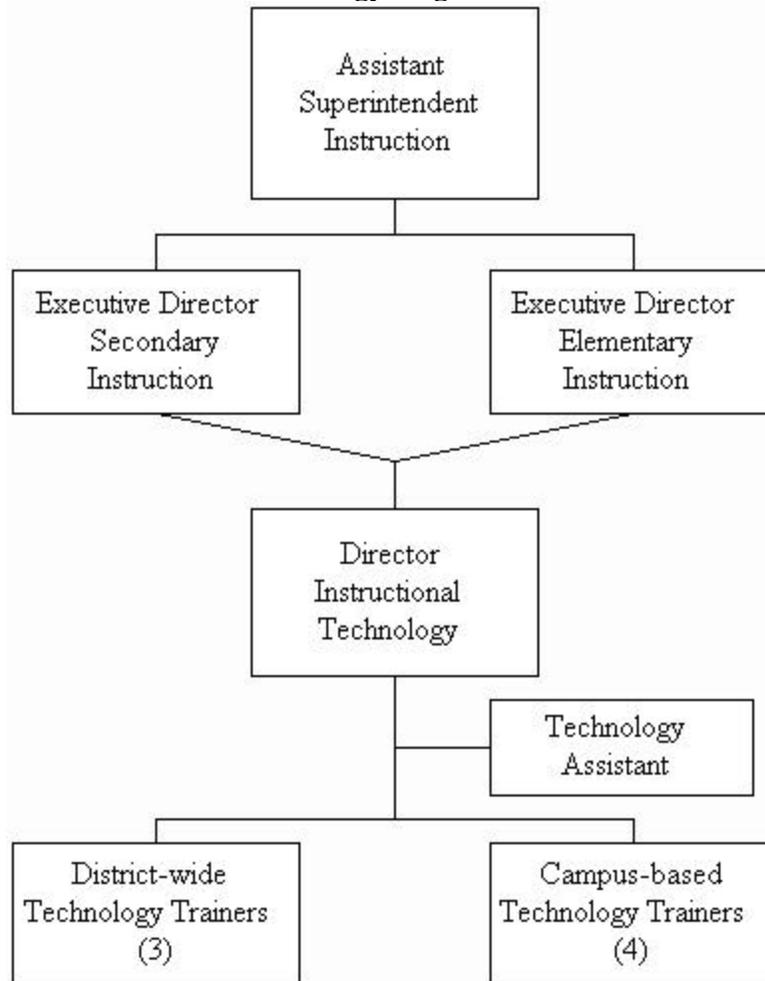
### **CURRENT SITUATION**

TISD's Instructional Technology Department is managed by a director. In addition, the department is staffed by three technical trainers who serve the entire district and four campus-based technical trainers who rotate among elementary schools. The four campus-based technical trainer

positions assigned to elementary schools are funded by local money; an additional trainer position is assigned to all Title I schools and is funded by the Title I grant.

**Exhibit 9-8** shows the organizational structure of TISD's Instructional Technology Department.

**Exhibit 9-8  
Instructional Technology Organizational Structure**



**Exhibit 9-9** summarizes the responsibilities of the Instructional Technology staff.

**Exhibit 9-9  
TISD Instructional Technology Department  
Position/Responsibility Matrix**

Position	Major Position Responsibilities
----------	---------------------------------

Director	<ul style="list-style-type: none"> <li>• Develops mission of instructional technology program</li> <li>• Implements program strategies to achieve district objectives</li> <li>• Conducts studies to improve the use of technology in instruction</li> <li>• Develops technology training curriculum for teachers and course standards for students</li> <li>• Coordinates technology "help-line" for campuses and administrative personnel</li> </ul>
Districtwide Technology Trainers	<ul style="list-style-type: none"> <li>• Assists in the selection, configuration and organization of hardware for educational applications</li> <li>• Coordinates installation projects with facilities services, electronic repair and technology vendors</li> <li>• Oversees school instructional needs and compiles appropriate documentation</li> <li>• Provides training for user applications</li> </ul>
Campus-based Technology Trainers	<ul style="list-style-type: none"> <li>• Assists schools in the selection and organization of computers/materials</li> <li>• Provides demonstrations of effective use of technology</li> </ul>
Technology Assistant	<ul style="list-style-type: none"> <li>• Assists teachers in implementing new or updated technology</li> </ul> <p>Assists schools in resolving software or hardware problems</p>

*Source: TISD Instructional Technology Department*

**FINDING**

The Instructional Technology Department's staff has clearly defined position responsibilities that are equitably divided and promote the accomplishment of districtwide instructional technology goals and objectives.

**COMMENDATION**

**TISD'S Instructional Technology Department should be commended for developing and implementing an effective and efficient staffing plan that promotes the achievement of districtwide instructional technology goals and objectives.**

*Instructional Computing*

**FINDING**

An informal survey of instructional technology users (i.e. principals and teachers) rated the district's Instructional Technology Department "Excellent" and indicated that the department consistently provides high quality hardware and software support.

**COMMENDATION**

**Instructional Technology is commended for providing high quality hardware and software support.**

**FINDING**

Throughout the school year, the Instructional Technology Department plans, coordinates and conducts seminars and workshops for teachers and staff related to the implementation of technology in the classroom. During the management review process, many of the campus principals indicated that classroom teachers were extremely satisfied with instructional technology training seminars and workshops.

**COMMENDATION**

**The Instructional Technology Department is commended for developing and implementing effective instructional technology training for classroom teachers and staff.**

**FINDINGS**

Until TISD obtained the state technology allotment in 1992-93, the district had limited funds for instructional technology use. The first few years of the state's allotment helped TISD replace obsolete computer labs used for state-required computer classes in the middle and high schools.

TISD has allocated less funding to Instructional Technology's budget during each of the last three fiscal years (1993-94 through 1994-95). The department's declining budget has made it increasingly difficult to purchase new computer equipment for classrooms. A variety of grants and

demonstration programs to supplement school instructional technology budgets are available, but districts must apply for the funds.

**Exhibit 9-10** presents TISD's budgeted expenditures for fiscal 1993-94 through 1995-96.

**Exhibit 9-10**  
**TISD Instructional Technology Budgeted Expenditures**  
**(By Budget Line Item)**  
**Fiscal 1993-94 through 1995-96**

<b>Budget Expenditure Description</b>	<b>FY 1993-94</b>	<b>FY 1994-95</b>	<b>FY 1995-96</b>
<b>Payroll Related Expenses</b>	\$170,199	\$192,189	\$168,028
<b>Hardware, Software</b>	846,660	603,600	417,145
<b>General Supplies</b>	7,900	18,012	4,000
<b>Travel</b>	3,598	4,100	3,600
<b>Training</b>	15,761	50,088	50,000
<b>Misc. Consulting Support</b>	489	3,400	0
<b>Total Expenditure Budget</b>	\$	\$871,389	\$642,773

*Source: TISD Instructional Technology Department*

The district has more than 2,500 computers stationed in computer laboratories and classrooms districtwide. The average age of these computers is five years.

**Exhibit 9-11** presents the number of computers used for instruction at TISD and its peer districts. The exhibit also presents the ratio of instructional computers to students at TISD and its peer districts. As shown in

**Exhibit 9-11**, TISD ranks third in terms of the ratio of computers used for instruction to total students in the district.

**Exhibit 9-11**  
**Number of Computers for Instructional Use**  
**TISD Selected Peer Districts**

<b>District</b>	<b>Number of Computers for Instructional Use</b>	<b>FY 1994-95 Enrollment</b>	<b>Ratio of Instructional Computers to Students</b>
-----------------	--	------------------------------	---

Waco ISD	3,000	15,564	1 to 5 students
Galena Park ISD	2,700	16,992	1 to 6 students
Tyler ISD	2,530	16,656	1 to 7 students.
Goose Creek ISD	1,000	17,837	1 to 17 students
<b>Average without Tyler</b>	<b>2,233</b>	<b>16,797</b>	<b>1 to 8 students</b>

*Source: Peer District Telephone Survey*

Two years ago, three TISD elementary schools were designated as technology demonstration schools. Birdwell, Jones and Gary elementary schools have been equipped with computers in every classroom. During the 1993-94 and the 1994-95 school years, the district added funds to the allotment funds to establish these demonstration schools.

Instructional technology funds for 1994-95 were spent on the following:

- Scientific graphing calculators for algebra classes;
- Technology mini-grant program for teachers;
- Performance Plus Instructional management program;
- Updating hardware and software in secondary computer labs;
- Computer labs for three technology demonstration schools and
- Travel, materials and software for technology staff development.

The programs selected for implementation on demonstration campuses were approved by the Elementary Software Selection Committee. The TISD technology plan outlines implementation on the three campuses to precede the other 13 campuses so that effective methods of training, support and quality implementations could be studied and repeated.

A bond election was planned in Fall 1994 to fund technology on other TISD campuses. Because the district did not hold the bond election, TISD is working under a contingency plan to use the state allotment funds. Teachers and librarians are eligible to write a proposal to use technology in their classrooms. The proposals are evaluated by a committee of TISD educators who determines awards not to exceed \$5,000. The mini-grants were designed to provide technology access to teachers who have little access to current technology in their classrooms.

TISD has developed a comprehensive technology plan addressing classroom instruction, instructional management, library and media

applications, teacher utilities, staff development, administrative applications and central support.

H.B. 2128 provisions include a forthcoming telecommunications infrastructure fund that will make available \$150 million each year for 10 years for grants and loans to school districts to fund equipment purchases, including computers, printers, computer labs and video equipment. The fund also will provide grant funds and loans to public school districts for intra-campus and inter-campus wiring to enable those schools to use the equipment.

The fund will be administered by a nine-member Telecommunications Infrastructure Fund Board appointed by the governor and lieutenant governor. The fund board will give priority to projects in school districts that:

- Involve collaborations between multiple schools, universities or libraries;
- Contribute matching funds from other sources;
- Show promise of becoming self-sustaining;
- Reach under-served groups (especially rural and remote areas);
- Take advantage of distance learning opportunities in rural and urban schools with high levels of "at-risk" students and drop-outs;
- Result in more efficient or effective learning than through conventional teaching and
- Help users of information learn new ways to acquire and use information through telecommunications.

**Exhibit 9-12** presents TISD's Instructional Technology Department's districtwide funding estimates for the purchase of new computers. The figures below were developed in anticipation of the bond election.

**Exhibit 9-12**  
**TISD Instructional Technology Funding Requirements**  
**(Estimated Cost by Campus)**  
**Fiscal 1995-96**

<b>Campus</b>	<b>Proposed Equipment Cost</b>
John Tyler HS	\$275,800
Robert E. Lee HS	335,400
Boulter MS	112,300
Dogan MS	84,600
Hubbard MS	118,600

Moore MS	116,500
Stewart MS	108,100
New Middle School	120,700
Austin Elem.	304,764
Bell Elem.	372,420
Birdwell Elem.	138,284
Clarkston Elem.	259,452
Dixie Elem.	338,592
Douglas Elem.	386,248
Gary Elem.	75,100
Griffin Elem.	293,436
Jones Elem.	128,256
Orr Elem.	298,036
Owens Elem.	364,920
Peete Elem.	269,608
Ramey Elem.	435,204
Rice Elem.	369,920
Woods Elem.	369,920
New N.E. Elem.	376,248
New S.W. Elem.	373,748
Special Education Annex	10,000
St. Louis School	213,600
Alternate Education	50,000
<b>Total</b>	<b>\$6,699,756</b>

*Source: TISD Instructional Technology Department*

**Recommendation 74:**

**Identify grant sources and apply for technology grant funds.**

The district should establish a goal to secure at least \$250,000 annually in instructional technology grants, beginning in fiscal 1996-97.

TISD should aggressively seek ways to supplement the state technology allotment of funds received by the district with H.B. 2128 telecommunications infrastructure funds. Another example of a grant source is the Texas Center for Educational Technology (TCET). TCET also can help identify other grant sources.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The coordinator of Grants and the director of Instructional Technology should contact TEA's Technology Division to obtain information about forthcoming grant opportunities for telecommunications infrastructure.	April 1996
2.	The coordinator of Grants and the director of Instructional Technology should develop a plan to secure funds for technology for the district and present it to the superintendent and assistant superintendent for Instruction.	April 1996
3.	The coordinator of Grants and the director of Instructional Technology should establish specific revenue goals to obtain technology grants.	May 1996
4.	The board should approve the plan to obtain technology infrastructure grants.	June - July 1996
5.	The coordinator of grants, director of technology and appropriate TISD staff should complete the application for the grant.	July - August 1996

### **FISCAL IMPACT**

The district should immediately begin applying for grants, however, funds may not be forthcoming for up to 9 months. Therefore additional revenues may not be realized until mid-year 1996-97.

<b>Recommendation</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>2000-2001</b>	<b>2000-01</b>
Apply for technology grant funds	\$125,000	\$250,000	\$250,000	\$250,000	\$250,000

### **FINDING**

The Instructional Technology Committee has attempted to standardize purchases of software and some hardware. Because purchasing standards are not always maintained, the Instructional Technology staff must be familiar with a broad range of hardware and software packages to serve

users adequately. As is the case with business computing in the Data Processing Department, lack of standardization also results in more expensive maintenance cost for hardware repairs and the district must stock a wide variety of individual parts to repair the many types of hardware.

**Recommendation 75:**

**Develop purchasing standards for instructional computer hardware and software purchases.**

The instructional technology staff should determine current inventory of hardware and software at each campus. From the inventory, staff should determine hardware and software that has been the most economical and functional and develop specifications/standards for future hardware and software purchases based on their research.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Instructional Technology should determine inventory of hardware (computers) and software for administrative use.	June 1996
2.	From the inventory, the director of Instructional Technology should determine hardware and software that has been the most economical and functional.	July 1996
3.	The director of Instructional Technology should develop specifications and standards for hardware and software purchases based on research and establish guidelines for purchases.	August 1996
4.	The director of Instructional Technology should submit specification/standards for PC hardware and software purchases to the Purchasing Department for incorporation into the district's purchasing requisition guidelines.	August 1996

**FISCAL IMPACT**

No fiscal impact is associated with implementing of this recommendation.

*User Involvement and Communication*

**CURRENT SITUATION**

User involvement and communication for TISD's Instructional Technology program is facilitated through the department's monthly newsletter and its technology committee.

## **FINDING**

The TISD Instructional Technology Department has a standing committee that provides input and guidance on the direction of the district's instructional technology program. (A separate standing committee for instructional technology is needed because business computing and instructional computing issues are different, and the user groups needs are different). Committee members include the assistant superintendent of Instructional Services, the director of Instructional Technology, Instructional Technology staff members, as well as representative from campuses, including principals, instructional consultants and teachers. The instructional technology committee meets monthly to discuss and resolve campus technology concerns.

## **COMMENDATION**

**Instructional Technology is commended for forming a instructional technology committee that resolves instructional technology issues facing the district.**

## **FINDING**

Instructional Technology publishes and distributes *Bits and Pieces*, a monthly newsletter to all campus personnel. The newsletter publicizes campus instructional technology workshops for teachers offered by the district as well as commercial technology training available to campus personnel. The newsletter also provides information about state-of-the art hardware and software products.

## **COMMENDATION**

**The Instructional Technology Department is commended for publishing and distributing a technology newsletter that informs campus personnel of instructional technology issues.**

# Chapter 10

## PURCHASING AND WAREHOUSE SERVICES

This section of the report reviews the purchasing and warehousing functions of the Tyler ISD (TISD) and contains two subsections:

- A. Purchasing
- B. Warehouse Services

### PURCHASING

An efficient purchasing department should have management processes in place to ensure that supplies, equipment and services are purchased from the right source, in the right quantity and at the lowest price—all in accordance with Texas state purchasing guidelines. These criteria should be met for each purchase without sacrificing quality and timely delivery.

Recent changes in state purchasing regulations outlined in Subchapter B of Senate Bill 1 (S.B. 1) are designed to provide the best value to school districts through a competitive bid process. With the exception of procurements for professional services (i.e., services provided by accountants, architects, engineers, consultants) and contracts for produce or vehicle fuel, all school district contracts valued at \$25,000 or more in the aggregate for each 12-month period must be competitively bid, solicited through competitive sealed proposals, requests for proposals, purchased from the state catalogue, procured through an interlocal contract or through a design/build contract (e.g., turnkey construction).

S.B. 1 also provides notification guidelines for districts to use with competitive purchases, giving a sufficient amount of time for prospective bidders to respond. These guidelines include advertising contracts in excess of \$25,000 at least once a week, for two weeks, in any newspaper published in the county in which the school district is located. For contracts less than \$25,000, the notice requirement is satisfied by advertising in two successive issues of any newspaper published in the county in which the school district is located.

Purchases of personal property totaling between \$10,000 and \$25,000 in the aggregate, over a 12-month period, must be advertised in two successive issues of any newspaper during each 12-month period—in the county in which the school district is located. The advertisement must specify the categories of personal property to be purchased, and solicit vendors interested in supplying items in any of the categories. Before a purchase is made from a category, the district must obtain written or telephone price quotations from at least three vendors from the list for that particular category. The purchase must be made from the lowest *responsible* bidder.

The law also allows a school district to purchase items that are available from only one source (i.e. "sole-source" purchases) if certain criteria are met. These criteria include:

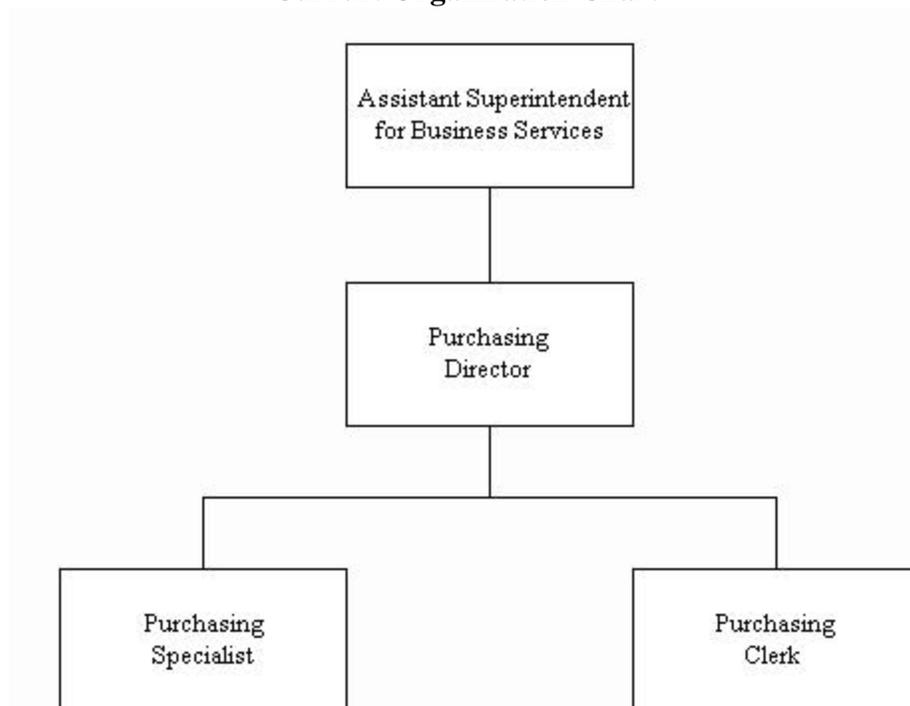
- an item for which competition is precluded because of the existence of a patent, copyright, secret process or monopoly;
- a film, manuscript or book;

- a utility service, including electricity, gas or water; and
- a captive replacement part or component for equipment.

## CURRENT SITUATION

The TISD Purchasing Department, as currently organized, consists of a director, purchasing specialist and purchasing clerk. The purchasing director reports directly to the assistant superintendent for Business Services. **Exhibit 10-1** presents the current organization structure.

**Exhibit 10-1**  
**Purchasing Department**  
**Current Organization Chart**



The purchasing director is responsible for ensuring that TISD purchases are made in accordance with state purchasing guidelines. The department currently follows TEA *Handbook on Purchasing for Texas Public Schools, Junior and Community Colleges* (last updated in September 1993) and the recent changes included in S.B. 1. TEA's handbook is being updated to include changes included in S.B. 1. In the meantime, TISD's purchasing director refers to the actual text of the law.

The major responsibilities of the purchasing department include monitoring compliance with state purchasing regulations, obtaining the highest quality goods and services through the formal bid process and competitive price quotations, establishing interlocal and cooperative purchasing agreements with state and local governments, maintaining approved vendor lists, reviewing all purchase requisitions and authorizing all purchase orders.

Requisitions are currently processed both manually and electronically. Manual requisitions are prepared at each campus or department where the designated administrator enters the funding code, vendor,

item(s) to be purchased, quantity to be purchased and the price. The requisitions are approved by either the campus principal or the department manager and forwarded to the purchasing department through intercampus or interoffice mail. The purchasing clerks verify coding and availability of funds, and the purchasing director verifies approvals, determines if the vendor is on the approved vendor list and approves the requisition for issuance of a purchase order from the IBM AS/400 mainframe.

Electronic requisitions are entered into terminals at the campus or department connected to the IBM AS/400 mainframe. Items to be purchased and prices are entered, and funding codes, available balances and approvals are automatically verified on-line. Electronic requisitions are printed in the purchasing department, reviewed by the director and a purchase order is generated.

For purchases up to \$300, campuses and departments are authorized to use "short-form" purchase orders (i.e. purchase orders that do not require the approval of the Purchasing Department). These purchases do not require a price quotation or a bid, and campuses and departments are allowed to purchase from vendors in Smith County only. Furthermore, TISD policy states that short-form purchase orders cannot be used for purchases of fuel or tires.

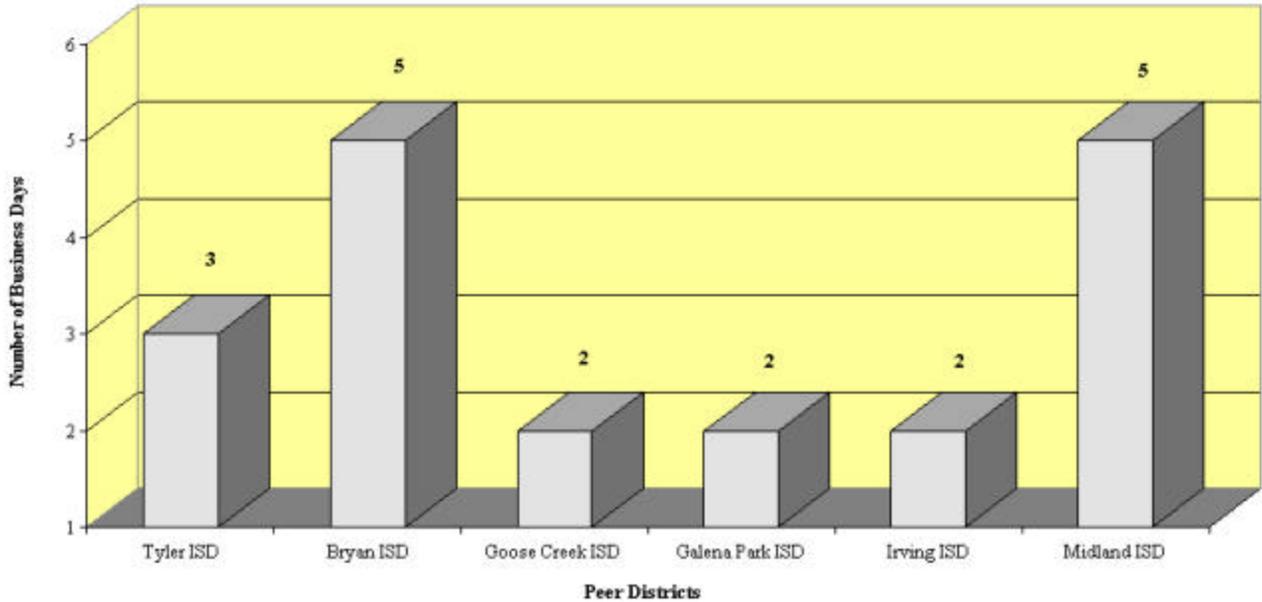
Current TISD purchasing policy requires neither telephone nor written price quotations for purchases between \$300 and \$5,000, with the exception of aggregate purchases of specific categories of personal property expected to exceed \$10,000 in a 12-month period. The district requires written price quotations for these purchases.

Either three telephone quotes or three written price quotations are required for purchases between \$5,000 and \$10,000, and all purchases larger than \$10,000 are competitively bid. All competitive bids are advertised in the local newspaper at least once each week for two weeks before the bid opening, in accordance with the provisions of S.B. 1.

## **FINDING**

Regular purchase orders are processed within three business days of receiving approved purchase order requests. The review team tested a total of 25 purchase order requests randomly selected from the 13-month period beginning September 1, 1994 and ending August 31, 1995. The average processing time for the purchase order requests tested was 3.4 business days. TISD's processing time compares favorably to that of its peer districts presented in **Exhibit 10-2**.

### **Exhibit 10-2 Average Number of Business Days to Process Purchase Order Requests September 1, 1994 through August 31, 1995**



Source: Survey of Purchasing Departments in Peer Districts

## COMMENDATION

**TISD is commended for processing purchase orders in a timely manner.**

## FINDING

At its October 19, 1995 regular board meeting, TISD renewed its interlocal contract with the Tyler city government for solid waste pick-up. The board approved an extension of the existing agreement signed with the city in November 1994 for a contract term expiring on October 31, 1995. The agreement was renewed for one year and is set to expire October 31, 1996. TISD contracted for a base level of service consisting of 65 containers of various sizes, most of which are serviced five days per week. TISD pays the city \$100,486 per year, or \$8,374 per month. The annual cost of trash pick-up would be significantly higher if TISD used its own personnel and vehicles, and covered the cost of insurance, fuel and related maintenance.

TISD recently withdrew from the Smith County Purchasing Cooperative because fuel prices were higher than the guaranteed weekly prices it received through the Oil Price Information Service (OPIS) for truck load quantities of fuel in excess of 10,000 gallons. "List" prices by the gallon for truck load quantities of 10,000 or more gallons are published weekly. OPIS guarantees TISD a weekly price, plus or minus a price differential established in the initial agreement. TISD has a price differential of "minus" one cent for unleaded fuel and "minus" one-half cent for low-sulfur diesel based on its initial bid to OPIS.

**Exhibit 10-3** provides an example of the savings per 10,000 gallons of fuel based on OPIS pricing and prices received by the cooperative during the week ending October 13, 1995.

### **Exhibit 10-3 Comparison of OPIS Pricing and Prices Received**

**by the Smith County Cooperative  
Week Ended October 13, 1995**

<b>Type of Fuel</b>	<b>Cooperative Price per Gallon</b>	<b>OPIS Price per Gallon</b>	<b>Difference</b>	<b>Gallons</b>	<b>TISD Savings</b>
Unleaded Gasoline	\$0.552	\$0.537	\$0.015	10,000	\$153
Low-Sulfur Diesel	\$0.553	\$0.515	\$0.038	10,000	\$381

*Source: Telephone quotes and OPIS guaranteed weekly price, less differential 10/10/95*

**COMMENDATION**

**TISD is commended for entering into interlocal and cooperative purchasing agreements to reduce the cost of bulk purchases, and performing cost-benefit analyses to determine when it is more cost effective to purchase bulk items from other sources.**

**FINDING**

Based on on-site interviews, the review team determined that each campus and department has the appropriate computer hardware, software and communication links to enable authorized personnel to electronically enter purchase requisitions at their respective sites. However, only John Tyler High School, the Facilities Services Department, the Transportation Department, the Distribution Center (warehouse) and Food Service Department use the electronic requisitioning system. The remaining 26 campuses manually prepare purchase requisitions. Interviews with TISD personnel revealed that personnel are not adequately trained to use the system and prefer the manual process.

Some Administrators told the review team they preferred certain campuses to use the manual purchase requisition process because of the frequency of errors made by personnel at those campuses.

**Recommendation 76:**

**Require all campuses and departments to use the existing automated purchasing system to process purchase requisitions.**

TISD has invested in computer hardware, software and communications equipment that enables campuses and departments to enter purchase requisitions at the point of order entry and to have purchase orders electronically generated. The district should make use of the automated purchasing system mandatory, implement controls to detect and correct errors and provide training necessary to facilitate implementation. This requirement will reduce the volume of paper used and clerical processing time.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The assistant superintendent for Business Services should assess the current system to ensure that the necessary controls to prevent or detect errors by campus administrators are in place.	April 1996
2.	The assistant superintendent for Business Services should develop a policy directing all campuses to use the existing automated purchasing system.	April 1996
3.	The assistant superintendent for Business Services, in cooperation with the Purchasing and Management Services departments, should develop a schedule for full implementation of the automated purchasing system.	April 1996
4.	The assistant superintendent for Business Services should present the policy to the board for approval.	May 1996
5.	The board should approve the policy.	June 1996
6.	The director of Management Services should schedule mandatory training sessions at the central office for campus and central administration personnel.	July - August 1996
7.	All campus and central administration personnel should begin using the automated purchasing system.	September 1996

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources because the infrastructure for the automated purchasing system has already been installed. Training costs are incidental because group sessions are held at the central administrative office and will be taught by TISD data processing personnel.

## **FINDING**

The Purchasing Department issues short-form purchase orders for purchases of \$300 or less. Booklets containing 50 consecutively numbered short-form purchase orders are issued to campuses or departments upon demand. If a campus principal or department head deems it necessary, multiple booklets will be issued to a single campus or department. The representative receiving the booklets must sign for them before they are released by the Purchasing Department. Once booklets are picked up by the campuses or departments the short-form orders are forwarded directly to the Accounting Department (accounts payable) for processing. Once processed, short-form purchase order numbers and amounts are tracked by the Purchasing Department through custom reports prepared by the Management Services Department.

Once all short-form purchase orders are used, booklets containing the file copies are returned to the Purchasing Department for filing. Although the Purchasing Department is aware of the location of short form purchase order booklets, members of the review team noted that no procedure exists for controlling and monitoring the booklets. Consequently, it is difficult to determine if all booklets have been accounted for by the Purchasing department.

## **Recommendation 77:**

**Institute a procedure for controlling and monitoring short-form purchase order booklets.**

The Purchasing Department should be able to account for each short-form purchase order booklet that is issued, as well as the consecutive purchase order numbers outstanding. Implementing a procedure for controlling and monitoring short-form purchase orders will enable the Purchasing Department to account for all short-form purchase orders. Isolating unused purchase orders or purchase orders outstanding for a long period of time will facilitate the issuance of cancellations to prevent unauthorized use. This procedure also will assist the director in maintaining records necessary for resolving problems encountered within TISD's purchasing functions.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The assistant superintendent for Business Services, in cooperation with the purchasing director should develop a procedure for controlling and monitoring short-form purchase order booklets.	March 1996
2.	The assistant superintendent for Business Services should require the director of Purchasing, campus principals and department heads to begin following the procedure.	April 1996

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.

**FINDING**

TISD has a local policy governing emergency purchase orders (policy CHD-R). The policy has not been updated since August 10, 1984 and does not specifically define emergency purchases. The policy merely provides guidelines for issuing emergency purchase order numbers and providing justification for the purchases with the Business Services Office.

A total of 61 emergency purchase orders were issued from September 1, 1994 through August 31, 1995. This represents less than 1 percent of total purchase orders issued during the same period.

A sample of six emergency purchase orders for the months of November 1994, June 1995 and September 1995 were reviewed to determine the types of emergency purchases requested by Facilities Services. **Exhibit 10-4** presents a summary of the items for which emergency purchase orders were requested.

**Exhibit 10-4  
Summary of Review of Emergency Purchase  
Orders from Facilities Services**

<b>Date</b>	<b>Amount</b>	<b>Description of Purchase</b>	<b>Justification for Purchase</b>
11/14/94	\$700	Bell clock	Department used last spare
11/22/94	\$359	R. E. Lee heating repairs	Emergency heating repairs

6/7/95	\$397	A/C condensing unit	Air conditioning out in computer room
6/7/95	\$465	Freezer compressor for Douglas Elementary	Emergency freezer repair
9/1/95	\$527	Lighting for R. E. Lee	Lighting damage
9/8/95	\$370	Wall water fountain for Douglas Elementary	School down to one fountain in main building

*Source: Emergency purchase orders provided by TISD's Purchasing department*

One of the six items tested, indicated in bold in **Exhibit 10-4**, is a questionable emergency because it poses no immediate threat to the health, safety or welfare of the students. In fact, the bell clock purchase could have been addressed in the normal purchasing process through careful planning for facilities maintenance.

**Recommendation 78:**

**Amend the current policy governing emergency purchase orders to include a definition of emergency purchases.**

Emergency purchases should be defined by TISD's local policy to provide for the acquisition of goods or services to meet an immediate need resulting from conditions or events that may imperil students, employees or the security of TISD facilities.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The assistant superintendent for Business Services, in cooperation with the director of Purchasing, should amend local policy CHD-R to include a comprehensive definition of emergency purchases.	March 1996
2.	The assistant superintendent for Business Services should present the amended policy to the board for approval.	April 1996
3.	The board should approve the amended policy	May 1996

**FISCAL IMPACT**

No cost is associated with amending the local policy governing emergency purchase orders.

**FINDING**

The executive director of Personnel Services serves as the district's records management officer, responsible for ensuring that all inactive records of personnel and students are properly stored and maintained. Until 1992, state prison inmates microfilmed TISD's inactive student and personnel records.

The practice was discontinued, however, amid concerns that prisoners would not keep records confidential. The district then began microfilming records, but that effort was discontinued because of outdated equipment. Because no microfilming has been conducted for three years, finding space to store records is becoming a problem as areas used for storage become more and more crowded.

Approximately \$25,000 has been allocated to purchase the equipment. Quotes have not been formally requested, but the equipment is to be purchased from the state bid list. The \$25,000 will cover filmer, reader and installation.

**Recommendation 79:**

**Prepare a needs assessment and cost comparison report when a department is considering securing costly equipment/services.**

Whenever a department is considering the purchase of costly equipment/services, or leasing, staff should formally assess the needs, identify potential alternative solutions and make cost comparisons.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	A needs assessment and cost comparison report should be prepared by a department when securing costly equipment/service.	On-going
2.	The report should then be provided to the Purchasing Department, which will follow district policy and guidelines in securing the equipment/service.	On-going

**FISCAL IMPACT**

This recommendation can be implemented without fiscal impact to the district.

# Chapter 10

## PURCHASING AND WAREHOUSE SERVICES

### **WAREHOUSE SERVICES**

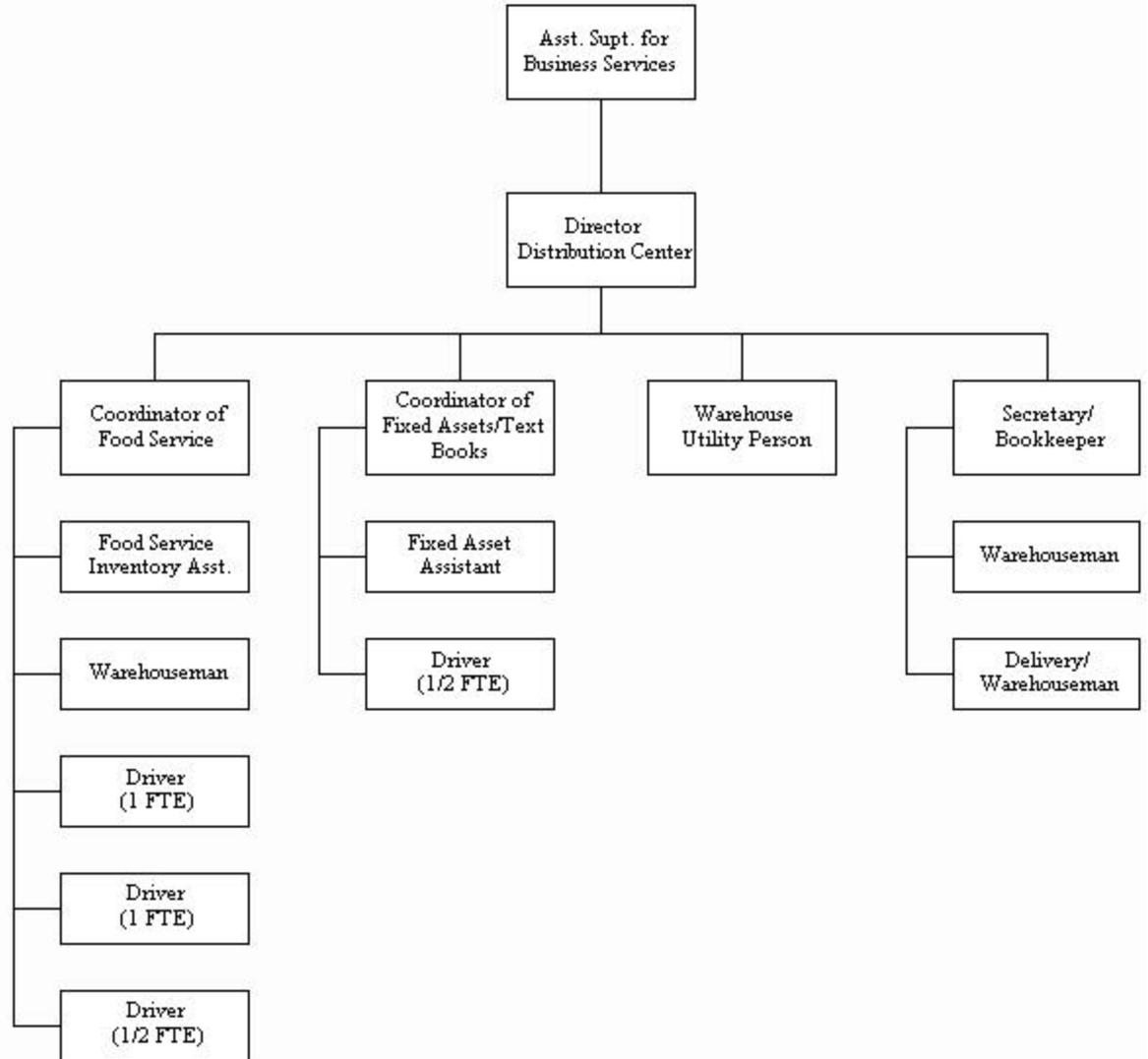
An efficient warehouse operation should ensure purchases are received and accounted for in a central location; deliveries to campuses and departments are complete and timely; inventory levels are sufficient to meet various requests for supplies from individual campuses and departments; property and equipment are properly accounted for and controlled and surplus or obsolete property is properly disposed of and removed from district records.

### **CURRENT SITUATION**

Warehouse services in TISD are performed by the Distribution Center. The Distribution Center is a central receiving and warehousing operation for stores food, instructional supplies, custodial supplies and textbooks. The director of the Distribution Center manages the operations of the Distribution Center and reports to the assistant superintendent for Business Services. **Exhibit 10-5** presents the organizational chart for the Distribution Center.

### **Exhibit 10-5 TISD Distribution Center**

## Current Organization Chart



The Distribution Center has more than 17,000 square feet of floor space and contains two freezers and one cooler for food service supplies. The freezers have a storage capacity of 4,800 cubic feet and 2,000 cubic feet, respectively, and the cooler has a storage capacity of 1,600 cubic feet. The Distribution Center maintains an instructional and custodial supplies inventory worth approximately \$500,000, processes more than 150 requisitions per week and delivers instructional, general and custodial supplies to 26 campuses and administrative offices throughout TISD. The Distribution Center stocks more than 1,600 different items used for instruction throughout the district. During the 1994-95 school year, the Distribution Center processed a total of 4,606 requisitions for instructional and custodial supplies with a total dollar value of \$566,507 (this amount represents the total amount of inventory used by campuses or departments

during 1994-95). Approximately 18 percent of the requisitions were for custodial supplies.

The Food Service Department processes \$2 million worth of food products each year. Food orders are received from 26 different processing sites (i.e., campuses) each week.

The Textbook Department maintains an inventory of state-owned textbooks valued at approximately \$3.5 million. The Textbook Department collects membership data (i.e., the highest number of students enrolled in a particular grade level for any given day during the school year) from each campus principal and orders all state textbooks used in the district each year. During the school year, textbooks are reallocated by the Textbook Department to accommodate enrollments at each campus. At the end of each school year, textbooks are physically inventoried on all 26 campuses.

The Fixed Assets Department maintains a districtwide inventory valued at approximately \$17 million. Each campus and department is required to update its fixed assets inventory each year. All equipment purchases are first delivered to the Distribution Center, then inspected and delivered to the final destination by delivery persons. Surplus furniture is stored in the Distribution Center until delivered to the schools requesting it.

## **FINDING**

The Distribution Center currently receives manual requisitions from campuses and departments. The secretary/bookkeeper enters the requisitions into the automated purchasing system that is currently installed on the IBM AS/400 main frame. Review team members noted that TISD currently has the technology and related infrastructure to enable campuses and departments to enter requisitions electronically through "smart" computer terminals (i.e., computers that are linked to the IBM AS/400, but have the capability to perform as a personal computer) at their respective locations. However, campus and some departmental personnel responsible for preparing warehouse requisitions use the manual process because they are unfamiliar with or not required to use the automated system.

### **Recommendation 80:**

**Require all TISD campus and administrative personnel to use the existing automated purchasing system to requisition materials and supplies from the Distribution Center.**

This recommendation relates to an earlier recommendation in Section A of this chapter. Warehouse requisitioning is an integral part of the current automated purchasing system. Requiring all campus and administrative departments to use the existing system would decrease the work load for the secretary/bookkeeper, reduce clerical processing time and facilitate more timely delivery of materials and supplies.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The assistant superintendent for Business Services should develop a policy requiring all campuses to use the existing automated purchasing system.	April 1996
2.	The assistant superintendent for Business Services, in cooperation with the Purchasing and Management Services departments, should develop a schedule for full implementation of the automated purchasing system.	April 1996
3.	The assistant superintendent for Business Services should present the policy to the board for approval.	May 1996
4.	The board should approve the policy.	June 1996
5.	The director of Management Services should schedule mandatory training sessions on the use of the system at the central office for campus and administration personnel.	July - August 1996
6.	All campus and administration personnel should begin using the automated purchasing system.	September 1996

**FISCAL IMPACT**

Implementing this recommendation will enable the district to eliminate the secretary/bookkeeper position in the Distribution Center. Eliminating this position would

save \$20,443 (i.e., \$16,536 in salary, plus benefits at an average rate for clerical and technical staff of 23.63 percent of salary).

<b>Recommendation</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>
Use automated system to requisition goods from warehouse	\$0	\$20,443	\$20,443	\$20,443	\$20,443

**FINDING**

TISD officials are contemplating the purchase of a new facility to relieve overcrowding in the central administration offices. During the site visit, review team members noted athletic equipment is housed in a separate warehouse, located in a building behind the Distribution Center having less than 1,000 square feet of floor space (which is adjacent to the central administration building). Review team members walked through the warehouse, interviewed the athletic director and determined that all athletic equipment purchases come to the athletic warehouse, rather than the Distribution Center.

The athletic warehouse does not have a formal receiving process. When athletic equipment is received, the athletic director checks the condition of the equipment and compares the items received to the items ordered and personally delivers the athletic equipment to the appropriate campuses. The athletic director estimates approximately 50 percent of his time is spent delivering athletic supplies, which limits the time available for athletics management activities such as managing the aquatic center, performing public relations activities (related to athletics), scheduling use of gymnasiums by community groups, responding to correspondence, addressing issues related to coaches and student athletes, and scheduling officials for sporting events.

On-site interviews and observations also revealed that the athletic warehouse carries a maximum \$125,000 in equipment and supplies inventory and uses a manual requisitioning system.

**Recommendation 81:**

**Transfer athletic equipment and supplies located in the athletic warehouse to the Distribution Center and begin using the automated requisitioning system.**

TISD should not maintain separate warehousing facilities. The space occupied by the athletic warehouse could be better used to relieve overcrowding in the central administration offices. Transferring athletic equipment and supplies to the Distribution Center will centralize the entire purchasing and receiving function. The Distribution Center could easily allocate approximately 700 to 1,000 square feet of space in which to store the athletic equipment. Because athletic equipment is subject to theft, a cage with locking gates should be constructed in the Distribution Center for athletic equipment.

As indicated in previous recommendations, using the automated requisitioning system would reduce clerical processing time. Moreover, athletic equipment and supplies would be delivered by Distribution Center

Personnel and allow the athletic director to focus on core management issues affecting TISD's athletic program.

By transferring athletic equipment and supplies to the Distribution Center the athletic warehouse space would be available to meet other existing administrative space needs.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent, in cooperation with the assistant superintendent for Business Services, should develop a specific timetable for transferring all athletic equipment and supplies into the Distribution Center.	April 1996
2.	The assistant superintendent for Business Services should have the purchasing director locate a contractor who could build a cage with locking gates in the Distribution Center to store athletic equipment and supplies.	May - June 1996
3.	The board should approve the policy requiring all campuses to use the automated requisitioning system.	June 1996
4.	The assistant superintendent for Business Services should ensure that all athletic equipment and supplies are transferred to the Distribution Center according to the pre-established deadline, preferably July 1996.	July 1996
5.	The campus coaches should begin using the automated purchase requisitioning system for athletic equipment and supplies.	August 1996

### **FISCAL IMPACT**

Existing warehouse personnel maintain the distribution Center. As a result, TISD will incur a one-time cost for labor, materials and supplies for constructing a wire cage, conservatively estimated to be \$7,500. Athletic equipment and supplies could be transferred by existing staff.

<b>Recommendation</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>
Relocate athletic warehouse within the Distribution Center	(\$7,500)	\$0	\$0	\$0	\$0

### **FINDING**

The Distribution Center has an inventory tracking system that identifies minimum inventory quantities by stock item to trigger reorder points. This

report, called *Stock Status Listing by Stock Item*, is generated on demand from the warehouse inventory tracking system maintained on the IBM AS/400 mainframe. Whenever warehouse inventory items on hand are at or below established minimum quantities for a particular stock item, an asterisk is placed adjacent to the number of units on hand, indicating that it is time to order additional quantities.

The director of the Distribution Center also purchases stock items in bulk during the school year based on 12-month supply contracts that have been previously bid through local vendors or purchased from vendors on the state bid list to achieve bulk purchase discounts. Over 95 percent of items stocked in the Distribution Center are purchased in this manner and delivered by vendors as needed. These items include supplies such as copy paper, paper towels and pencils. However, the director does not calculate an optimum, economic reorder point that considers both stock levels and timing of purchases and deliveries from vendors on the state bid list. As a result, the director of the Distribution Center monitors primarily annual usage, rather than monthly usage even though the reports can be printed from the system on demand and does not consider the timing of orders and deliveries. The review team examined the *Stock Status Listing by Stock Item* report dated October 11, 1995 and noted that 153 of 1,202 stock items (13 percent) were either below minimum quantities or not in stock. Only 56 items (37 percent) had been reordered.

**Recommendation 82:**

**Review and analyze the *Stock Status Listing by Stock Item* report monthly and calculate economic reorder points.**

Monthly review of the *Stock Status Listing by Stock Item* and calculating economic reorder points based on both stock levels and the timing of bulk purchases will facilitate the timely reorder of stock items so that campuses and departments will not need to purchase necessary instructional and custodial supplies from outside vendors (e.g., in an emergency situation) at a potentially higher cost to the district. In addition, monthly analysis of this listing will detect slow moving items that may not require replenishing based on annual usage patterns.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of the Distribution Center should begin reviewing the <i>Stock Status listing by Stock Item</i> report each month.	March 1996
2.	The director of the Distribution Center should calculate economic reorder points (considering both stock levels and	April 1996 and each month

the timing of bulk purchases) promptly reorder from vendors or purchase the necessary items from the state bid list.	thereafter
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**FISCAL IMPACT**

No cost is associated with this recommendation. However, TISD could achieve savings by avoiding unnecessary emergency purchases.

**FINDING**

The Distribution Center does not have a detailed policies and procedures manual that provides specific guidance for effectively performing administrative and operational tasks. The director of the Distribution Center began working on a procedures manual for warehouse operations in September 1995 and anticipates completing the manual by Spring 1996.

**Recommendation 83:**

**Complete a formal manual that documents the policies and procedures governing warehouse operations.**

The director of the Distribution Center should complete the policies and procedures manual as soon as possible. The manual should include receiving instructions, delivery instructions, scheduling, inventory control procedures, textbook handling procedures, requisitions of warehouse stock and overall warehouse layout. The director should contact TEA to locate examples of policies and procedures manuals prepared by other school districts to use as a model for developing TISD's warehouse operations manual.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of the Distribution Center should complete the warehouse policies and procedures manual.	April 1996
2.	The director of the Distribution Center should submit the manual to the assistant superintendent for Business Services for approval.	April 1996
3.	The superintendent should present the policies and procedures manual to the board for approval.	May 1996
4.	The director of the Distribution Center should notify warehouse employees and other TISD personnel of the new, approved warehouse policy and procedures manual.	June 1996

**FISCAL IMPACT**

The policies and procedures manual can be completed with existing resources.

**FINDING**

The director of the Distribution Center, the athletic director and the purchasing director manage operations that perform similar functions related to processing requisitions, as well as receiving and distribution of equipment and supplies. The director of the Distribution Center oversees 12 full-time equivalent (FTE) positions, while the purchasing director and athletic director oversee two FTEs and one FTE, respectively.

The Purchasing department processed more than 7,200 purchase order requests during the 1994-95 school year, while the Distribution Center processed more than 4,600 warehouse requisition requests during the same period.

**Recommendation 84:**

**Consolidate the Purchasing Department, Distribution Center and the athletics warehouse into one business function.**

TISD should consolidate the three departments. The consolidation will improve the coordination of purchase and warehouse requisitions and facilitate more centralized purchasing. In addition, economies of scale will be achieved through both consolidation and the mandatory use of the automated requisitioning system. The position of director of Purchasing and Distribution should be created, with primary responsibility for both the Distribution Center and Purchasing departments. Moreover, non-essential positions (e.g., the warehouse utility person position that acts as a "floater" to fill in and perform warehouse-related stocking tasks when warehousemen are absent) could be eliminated.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent should direct the assistant superintendent for Business Services to consolidate the Purchasing Department, Distribution Center and the athletics warehouse into one functional unit.	April 1996
2.	The assistant superintendent for Business Services should prepare the new organizational structure, consolidating the positions of director of Purchasing and the Distribution Center, and eliminating one warehouse utility person.	May 1996
3.	The superintendent should present the new organizational structure to the board for approval.	May 1996

4.	The board should approve the new organizational structure.	June 1996
5.	The assistant superintendent for Business Services should notify the director of Purchasing and the director of the Distribution Center of the organizational changes.	July 1996

### **FISCAL IMPACT**

Consolidating the positions of director of the Distribution Center and eliminating one warehouse utility person will save \$86,557 annually beginning in 1996-97. The savings were calculated as follows:

- One director's position, \$56,932 in salary plus benefits at the average rate of 16.86 percent of salary for central administration (\$66,531); and
- One warehouse utility person's position, \$16,198 in salary plus benefits at the average rate of 23.63 percent of salary for clerical and technical personnel (\$20,026).

<b>Recommendation</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>
Functionally consolidate Purchasing, Distribution Center and Athletic Warehouse	\$86,557	\$86,557	\$86,557	\$86,557	\$86,557

# Chapter 11

## FACILITIES USE AND MANAGEMENT

This section of the report reviews the facilities use and management of the Tyler ISD (TISD) and contains:

- A. Facilities Planning and Guidelines
- B. Facilities Construction
- C. Facilities Use
- D. Americans with Disabilities Act
- E. Custodial Operations
- F. Facilities Maintenance and Repair
- G. Work Order System and Reporting
- H. Energy Management

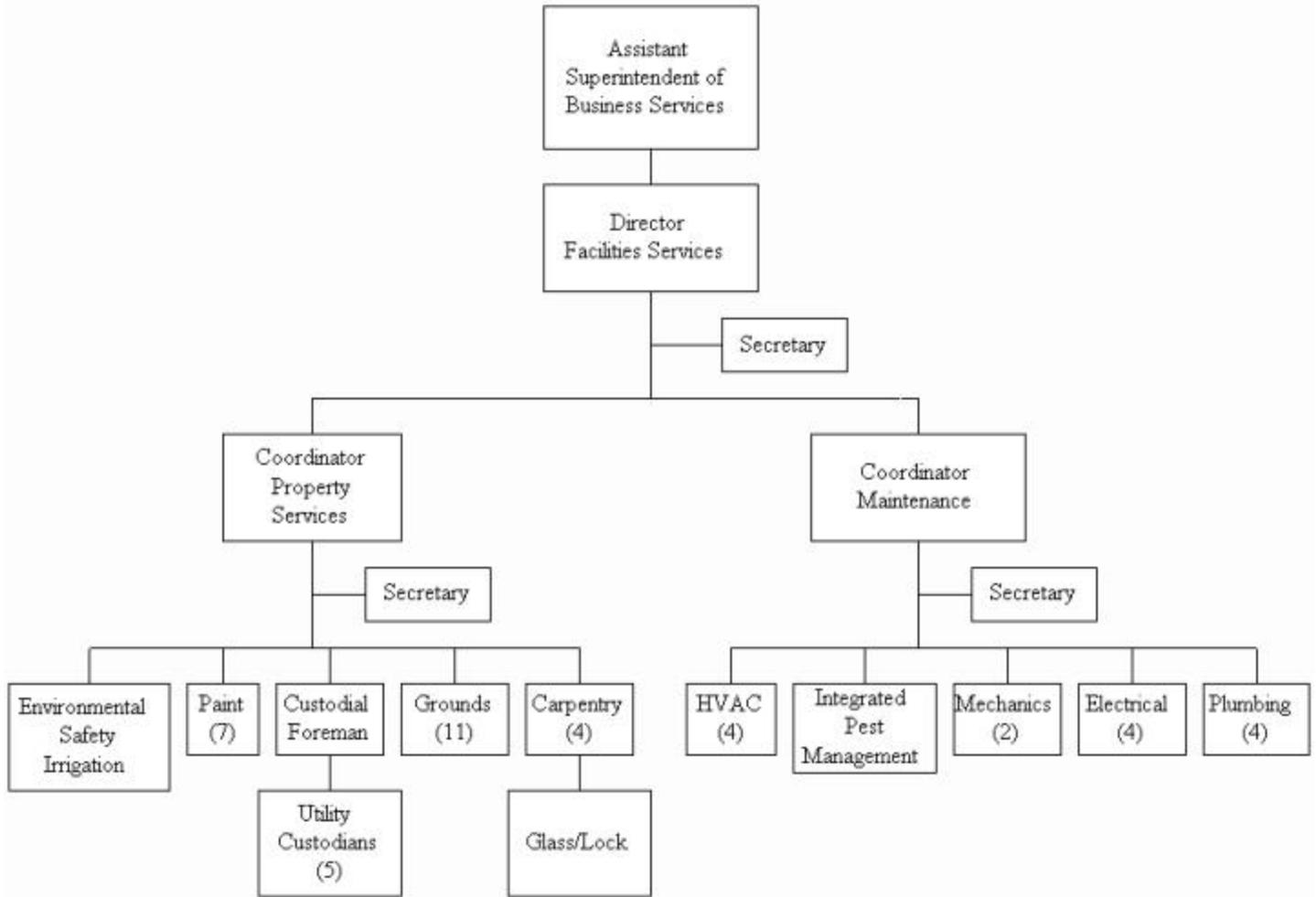
### **BACKGROUND**

TISD Facilities Services is responsible for the maintenance, operation and service of buildings, grounds and other physical properties within TISD. Facilities Services operates its programs and services for 25 schools and 10 administrative support buildings. The 10 administrative support buildings include Administration, Facilities Services, Transportation, Distribution Center, Aquatic Center, Chapter 1 Annex, Special Services Annex, Camp Tyler, Rose Stadium and the Athletic and Energy Management building. This is approximately 450 acres of land, two million square feet of floor space and roof area with 1,500 air conditioning and heating units, and eight athletic fields.

The Facilities Services Department reports directly to the assistant superintendent of Business Services (**Exhibit 11-1**). Specifically, Facilities Services is responsible for the following:

- Facilities use,
- Facilities design,
- Facilities construction and remodeling,
- Facilities maintenance,
- Facilities renovation planning,
- Custodial services and
- Grounds maintenance.

**Exhibit 11-1**  
**TISD Current Facilities Services Organizational Chart**



\*Numbers in parenthesis represent full-time equivalent (FTE) positions.

To perform these responsibilities, the department maintains the following craft areas (**Exhibit 11-2**):

**Exhibit 11-2**  
**1995-96 TISD Facilities Services Craft Areas**

Property Services	Maintenance
Painting	HVAC
Grounds	General Maintenance
Carpentry	Mechanics
Glass/Lock	Electrical

Environmental Safety Irrigation	Integrated Pest Management
Custodial Services	Plumbing

Source: TISD Facilities Services information

TISD has a total of 191 employees in the crafts areas dedicated to maintaining, cleaning and managing its facilities and grounds (**Exhibit 11-3**).

**Exhibit 11-3  
TISD 1995-96  
Facilities Services Organization**

Title	Number of Positions
Director	1
Coordinator Maintenance	1
Coordinator Property Services	1
Secretaries	3
District Custodial Foreman	1
Carpenters	4
Electricians	4
HVAC Technicians	4
Plumbers	4
Painters	7
Glazier/Locksmith	1
Groundskeepers	11
Utility Custodians	5
Campus Custodians	138
Mechanics	2
Store Room Operator	1
Certified Pest Applicator	1
Environmental Safety Irrigation Assistant	1
Maintenance Apprentice	1
<b>TOTAL</b>	<b>191</b>

Source: Facilities Services personnel information

TISD Facilities Services' budget for the 1995-96 school year is about \$9.3 million. **Exhibit 11-4** illustrates the actual expenditures for the 1993-94 and 1994-95 school years.

**Exhibit 11-4**  
**TISD Facilities Services**  
**Expenditures**

Category	1993-94 Actual Expenditures	1994-95 Actual Expenditures	1995-96 Proposed Budget
Payroll Cost	\$ 2,971,519	\$ 3,265,642	\$ 3,180,877
Benefits*	477,901	608,944	909,700
Contracted Services	307,140	236,373	294,750
Supplies & Materials	32,591	58,729	54,410
Custodial Supplies	190,581	214,185	126,630
Vehicles & Fixed Assets	69,596	70,493	90,035
Utilities	1,794,335	1,716,892	2,205,000
Buildings & Rentals	899,598	1,023,145	1,535,807
Travel	13,901	12,485	25,250
Insurance/Bonding	352,196	401,216	445,100
Grounds	134,160	132,605	139,000
Books/Magazines	893	480	6,790
Pest Control	7,764	3,094	10,000
Other Operating Expenses	62,265	108,991	282,430
<b>Total</b>	<b>\$ 7,314,439</b>	<b>\$ 7,853,272</b>	<b>\$ 9,305,779</b>

Source: TISD information from Accounting Department

\* Increase reflected in 1995-96 proposed budget due to account coding errors in previous years that were corrected in 1995-96.

The following **Exhibit 11-5** provides a profile of TISD's existing facilities, the year of construction and the year of additions.

**Exhibit 11-5**  
**1995-96 TISD Facilities Profile**

<b>Campus</b>	<b>Year of Original Construction</b>	<b>Year of Additions 19XX</b>
Austin Elementary	1936	54, 64, 77
Bell Elementary	1951	54, 77
Birdwell Elementary	1948	64, 69, 77
Bonner Elementary	1917	61, 77, 85
Clarkston Elementary	1959	64, 77
Dixie Elementary	1978	86
Douglas Elementary	1937	52, 56, 77, 85
Gary Elementary	1924	46, 77
Griffin Elementary	1960	77, 86
Jones Elementary	1956	77, 85
Orr Elementary	1962	64, 77
Owens Elementary	1985	87
Peete Elementary	1955	77
Ramey Elementary	1950	54, 56, 77, 86
Rice Elementary	1978	65, 87
St. Louis Special Ed.	1961	77, 92
Woods Elementary	1956	64, 77
Boulter Middle	1959	65, 73, 77, 85
Dogan Middle	1962	73, 77
Hogg Middle	1930	50, 77, 85
Hubbard Middle	1964	77, 85
Moore Middle	1955	62, 74, 77, 85
Stewart Middle	1963	64, 74, 77, 85
Lee High	1958	74, 77, 85
Tyler High	1965	73, 74, 78, 82, 85

*Source: TISD Facilities Services information*

### *History of Proposed Bond Issue*

TISD is currently operating under a 1970 desegregation order. Modifications to the desegregation plan concerning zoning and attendance changes and new construction must be approved by the court and the Department of Justice.

In July 1970, the U.S. District Judge William Wayne Justice issued a court order outlining a plan for desegregating TISD. In December 1991, an amendment to the original desegregation order was filed, requiring TISD to file progress reports with the court on April 15 and October 15 of each year, beginning in April 1972. All reports were filed on a timely basis with the court as prescribed between 1972 and 1995. During this period, various amendments were made to the original order to account for changes in attendance zone boundaries.

The current superintendent was hired in December 1991. In 1992, the district's administration began talking about a bond election. In 1993, committees were established at each campus, and surveys were developed to identify facility needs at each campus. Consulting the surveys and committees, the administration began to compile and prioritize repairs and renovations identified by campuses. In July 1994, the district developed and issued a Five-Year Facility Study proposing the closing of schools, student reassignments and new construction for elementary and middle schools.

Proposed bond projects were developed from the Five-Year Facility Study in July 1994 and were adjusted in January 1995. The proposed projects totaled \$39 million for two new elementary schools and one middle school; elementary, middle and high school additions, renovations and retrofit repairs, technology and athletic facilities improvements at the high school, Rose Stadium, Camp Tyler and the Aquatic Center (**Exhibit 11-6**).

#### **Exhibit 11-6 TISD Proposed Bond Projects**

<b>Proposed Bond Projects</b>	<b>Proposed Cost</b>
Elementary, Middle, High School additions, renovations and retrofit repairs	\$16,531,078
One new elementary school	\$4,036,908
One new elementary school	\$4,036,908
One new middle school	\$6,134,029
Technology (update existing computer systems for new instructional methods and technology)	\$7,710,278
Athletic Facilities Improvements: High school press boxes Aquatic Center additional parking High school and Rose Stadium running track repair High school baseball field infields High school baseball field restrooms Rose Stadium sound system retrofit	\$305,000
Camp Tyler New Sewage Treatment Plant	\$250,000
<b>TOTAL</b>	<b>\$39,004,201</b>

*Source: TISD January 1995 bond information*

The district presented a proposed bond issue to the public in three public hearings between September 20, 1994 and October 4, 1994. Included in the bond package were proposed attendance zone boundary changes. According to the terms of the desegregation order, the facilities plan containing the attendance zone boundary changes was submitted to the federal court for approval. The court directed the district to contact the U. S. Department of Justice (DOJ) to determine whether the attendance zone boundary changes and the construction plans complied with the spirit of the original court order. The DOJ expressed concern about the district's compliance with the original order; and, in February 1995, sent a representative to TISD to look at the district's operations and discuss the department's concerns about planned improvements.

In April 1995, the DOJ sent a formal letter to the district's attorney outlining concerns about the proposed improvements. An open records request was sent to TISD by KETK-TV asking for a copy of the letter. The board determined that the letter was not subject to the open records provisions of the law and sealed the letter. In May 1995, the president of the board sent a request for decision to the Open Records Division of the State Attorney General's Office (AG) regarding the television station's request.

In June 1995, the AG issued an opinion (OR 95-0414) declaring the letter as public record based on Section 552.301(a) of the Government Code, which requires a governmental body to release requested information or to request a decision from the AG within 10 days of receiving a request for information. The AG did not review the substantive issues related to the request, but based a decision on compliance with response time provisions of the law. In July 1995, TISD filed for an injunction against the AG in Travis County District Court to keep the letter sealed. The board ultimately released the DOJ letter to the public along with the district's response on November 15, 1995.

**Exhibit 11-7** provides a chronology of events leading up to the DOJ's letter.

**Exhibit 11-7  
Events Leading to Letter from U. S. Department of Justice**

<i>Date</i>	<i>Event</i>
July 27, 1970	<ul style="list-style-type: none"> <li>• Federal Court Order issued outlining a desegregation plan for Tyler ISD (TISD).</li> </ul>
1991	<ul style="list-style-type: none"> <li>• An amendment to the original desegregation order is filed, requiring TISD to file progress reports on April 15 and October 15, of each year beginning in 1972.</li> </ul>
1992 - 1995	<ul style="list-style-type: none"> <li>• Desegregation reports filed timely, as prescribed. Various amendments were made to original Court Order to change attendance boundaries</li> </ul>
1992	<ul style="list-style-type: none"> <li>• TISD appoints a new Superintendent. District administration began discussions regarding a bond election to address facility improvements.</li> </ul>

1993	<ul style="list-style-type: none"> <li>• Campus improvement committees were established and campus administrators were surveyed in order to identify facility improvement needs (by campus).</li> </ul>
1993-94	<ul style="list-style-type: none"> <li>• Survey results were summarized. District administration began to formally compile and prioritize district facility needs.</li> </ul>
1994	<ul style="list-style-type: none"> <li>• District administration developed detailed plans for individual campus renovations. Plans were also developed to construct three new facilities. <ul style="list-style-type: none"> <li>- Construct facility to replace outdated Bonner Elementary (one alternative was to use old Bonner Elementary as an Alternative Education Center).</li> <li>- Construct facilities to alleviate overcrowding at Owens and Rice elementary schools.</li> <li>- Construct facility to replace Hogg Middle School (Hogg's old facility would be used to house special programs).</li> </ul> </li> </ul>
Aug. 5, 1994 Oct. 18, 1994 Jan. 8, 1995	<ul style="list-style-type: none"> <li>• Newspaper articles were published describing the bond issue and the proposed attendance boundary changes.</li> </ul>
Sept. 20, 1994 Sept. 27, 1994 & Oct. 4, 1994	<ul style="list-style-type: none"> <li>• District administration held public hearings to discuss the details of proposed bond package.</li> </ul>
Oct. - Nov. 1994	<ul style="list-style-type: none"> <li>• District administration submitted a facilities plan containing proposed attendance boundary changes to the U.S. Department of Justice (DOJ) for approval.</li> </ul>
Feb. 7, 1995	<ul style="list-style-type: none"> <li>• The DOJ sent a representative to TISD to review the district's operations and to discuss concerns regarding planned facilities improvements.</li> </ul>
Apr. 8, 1995	<ul style="list-style-type: none"> <li>• The DOJ sent a formal letter to the district's attorney outlining concerns regarding proposed facilities improvements.</li> </ul>
Apr. 13, 1995	<ul style="list-style-type: none"> <li>• A Tyler television station (KETK-TV) sent an "open records" request to TISD requesting a copy of the DOJ letter.</li> </ul>
Apr. 20, 1995 (April Board Meeting)	<ul style="list-style-type: none"> <li>• TISD Board of Trustees determined that the letter from the DOJ was not subject to Texas "open records provisions" and sealed the letter.</li> </ul>
May 22, 1995	<ul style="list-style-type: none"> <li>• The TISD Board of Trustee President requested an opinion from the Texas Attorney General's Office regarding the legality of sealing the DOJ letter.</li> </ul>
June 21, 1995	<ul style="list-style-type: none"> <li>• The Texas Attorney General's Office issued an opinion (OR 95-0414) that the</li> </ul>

	letter was public record and should be made available to the public.
July 6, '95	<ul style="list-style-type: none"> <li>TISD's attorney had a local judge to file an injunction against the Texas Attorney General's Office in order to keep the DOJ letter sealed.</li> </ul>
July 7, 1995 - Nov. 1995	<ul style="list-style-type: none"> <li>TISD Board of Trustees and the district's attorney prepared a response to the DOJ letter.</li> </ul>
Nov. 15, 1995	TISD's attorney released a response to the DOJ letter and a copy of the DOJ letter.

*Source: TISD Business Services Office*

*Projected Enrollments Affecting TISD Facility Needs*

TISD experienced a 2-percent enrollment increase from 16,239 students in 1989 to 16,524 total students in 1995 (**Exhibit 11-8**).

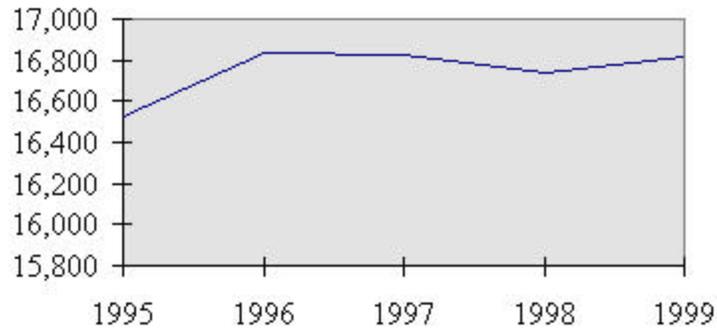
**Exhibit 11-8  
Student Enrollment Trends**

<b>Year</b>	<b>Enrollment</b>
October 1989	16,239
October 1990	16,295
October 1991	16,639
October 1992	16,597
October 1993	16,741
September 1994	16,753
October 1995	16,524

*Source: TISD 5-Year Facility Study, July 1994 and September 1994 Student Projections*

Projected enrollment over the next five years predicts an increase of 3 percent (**Exhibit 11-9**). TISD student enrollment projections are based on the Cohort-Survival Prediction Model. The cohort model calculates the grade-level enrollment on a given date for the previous five years. Forecasting future enrollment is calculated by the average cohort-survival rate for each grade levels; the predicted number of kindergarten students and the live-birth rate in Smith county.

**Exhibit 11-9**  
**TISD Projected Student Enrollment Trends**



*Source: TISD September 1994 Student Enrollment Projections*  
*(Note: margin of error plus or minus 2 percent)*

**Exhibit 11-10** illustrates TISD's enrollment projections through 1999 for each TISD campus. The exhibit excludes attendance figures for homebound (four students), St. Louis Special Education (78 students), Robert's Attention Center (51 students), and the PACE/TAPP program (120 students) because student projections are not calculated for these campuses.

**Exhibit 11-10**  
**TISD Projected Percent Change**  
**in Student Enrollment**

<b>Campus</b>	<b>October 1995 Enrollment</b>	<b>Projected 1999 Enrollment</b>	<b>Percent Change</b>
Austin Elementary	474	368	(22%)
Bell Elementary	352	344	(2%)
Birdwell Elementary	338	340	.6%
Bonner Elementary	645	878	36%
Clarkston Elementary	417	340	(18%)
Dixie Elementary	524	482	(8%)
Douglas Elementary	662	834	26%
Gary Elementary	311	274	(12%)
Griffin Elementary	519	541	4%
Jones Elementary	310	266	(14%)
Orr Elementary	454	479	6%
Owens Elementary	859	1,154	34%

Peete Elementary	342	336	(2%)
Ramey Elementary	576	719	25%
Rice Elementary	819	896	9%
Woods Elementary	755	690	(9%)
Boulter Middle	608	696	14%
Dogan Middle	460	478	4%
Hogg Middle	425	521	23%
Hubbard Middle	1,108	1,179	6%
Moore Middle	599	644	8%
Stewart Middle	566	540	(5%)
Tyler High	1,804	1,533	(15%)
Lee High	2,344	2,288	(2%)
<b>TOTAL</b>	<b>16,271</b>	<b>16,820</b>	<b>3%</b>

*Source: TISD October 1, 1995 Enrollment and September 1994 Student Projections.  
(Note: Error rate of plus or minus 2 percent).*

According to TISD projections, of the 24 schools listed, 11 schools will experience an enrollment decline, while 13 schools will experience an enrollment increase. Overall, district enrollment is projected to rise slightly.

Based on TEA's AEIS district profile and TISD's fall 1995-96 student collection, enrollment trends show an overall increase in minority student enrollment. Since 1993-94, white student enrollment decreased by 12 percent, Hispanic enrollment increased by 19 percent, African-American enrollment increased by 3 percent and other ethnic groups' enrollment increased by 18 percent. Of the six schools predicting enrollment increases over 10 percent (Bonner, Gary, Owens, Ramey, Boulter and Hogg), four of the schools are located on the north side of Tyler with predominantly minority student populations; while one school is in the south and has a majority white student population, and the other school is centrally located with a balanced ethnic ratio of students. Of the five schools with more than 10 percent declining enrollments, four have predominantly minority populations. The economic trends in the Tyler area indicate companies are expanding; particularly in manufacturing, health care and construction industries.

# Chapter 11

## FACILITIES USE AND MANAGEMENT

### FACILITIES PLANNING AND GUIDELINES

Effective management of a school district's facilities requires a sound facilities planning process consisting of:

- an appropriate organizational structure to coordinate and control the planning process;
- reliable estimates of future enrollments;
- up-to-date listings of facility repair and renovation needs;
- up-to-date inventories of existing space by type of space;
- a well-documented program delivery plan for the district as a whole and for each school (i.e., school grade configurations, assignment of special programs to designated schools and estimates of program demands at each campus);
- established facility use rate and amount of space guidelines;
- comparisons of future space needs with current inventories by type of space to identify areas of space shortages and overages, and
- specific improvement plans for each campus.

### CURRENT SITUATION

Currently, the Facilities Services Department is responsible for facilities planning and construction. As part of that responsibility, a Five-Year Facility Study was developed in July 1994 that outlined specific five-year construction, renovations, additions and repairs by campus. Furthermore, the Five-Year Facility Study detailed the following campus and building items:

- age of buildings
- portable building status/projections
- campus conditions regarding student pick-up, playground, faculty parking and building access
- expansion possibilities
- facility planning standards for acreage and classroom square footage
- ideal campus population ranges
- full-day kindergarten
- technology
- enrollment/capacity
- student enrollment forecasts
- criteria for acquiring property for new schools
- district recommendations for new campuses

- funding summary.

**Exhibit 11-11** lists the items on the Adjusted Five-Year Facility Study that have been designated for repairs for the 1995-96 school year.

**Exhibit 11-11**  
**1995-96 Adjusted Facility Five-Year Plan for Repairs**

<b>Project</b>	<b>School</b>	<b>Estimated Cost</b>
<b>Re-roof</b>	Austin Elementary Cafeteria & Kitchen	\$ 46,270
	Jones Elementary	125,000
	Stewart Middle N. Bldg. & Gym	75,000
	Lee High Wings A, D, F, N	167,000
	<b>Total</b>	<b>\$ 413,270</b>
<b>Intercoms</b>	Bell Elementary	26,250
	Douglas Elementary	29,500
	Gary Elementary	26,875
	Ramey Elementary	26,250
	Lee High	22,000
	Tyler High	21,300
	<b>Total</b>	<b>\$ 152,175</b>
<b>Electrical Retrofit</b>	Clarkston Elementary	40,300
	Douglas Elementary	43,680
	Griffin Elementary	42,365
	Ramey Elementary	43,500
	St. Louis Special Education	26,430
	Hogg Middle	28,600
	<b>Total</b>	<b>\$ 224,875</b>
<b>Fire Alarms</b>	Bell Elementary	24,600
	Clarkston Elementary	29,000
	Peete Elementary	21,700
	St. Louis Special Education	19,890
	Woods Elementary	26,100

	Boulter Middle	29,100
	Dogan Middle	22,600
	Moore Middle	26,300
	Stewart Middle	29,000
	<b>Total</b>	<b>\$ 288,290</b>

*Source: TISD Facility Services information dated October 18, 1995*

## **FINDING**

The July 1994 Facility Study has not been updated with the current facility capacities, or maintenance repairs, renovations and additions completed to date or rescheduled. Without this information, the department is unable to effectively and efficiently determine preventative maintenance scheduling, repairs, renovations and construction needs.

In addition, the central administration facility has insufficient space to house the review team departments, maintain storage of files and conduct meetings. During the on-site visit, observed that the Food Service, Payroll, Data Processing and Personnel departments do not have adequate space for their employees. The assistant superintendent for Business Services stated that the central administration building is fully used, with no available space for departmental expansion.

The Five-Year Facility Study (July 1994 and November 1994 revisions) did not include space use information for the central administration building. The study does prioritize the following general operating budget expenditures to maintain the central administration building:

- updated exterior lighting systems,
- rebuilt entry walks,
- hot-mix paving overlay,
- new carpeting,
- updated computer and telephone system conduit,
- removal of acoustical ACM ceiling, including new lighting,
- fire alarm and
- lawn sprinkler system.

New construction additions or renovations were not proposed for the central administration building, while most campuses were slated for additions and renovations.

The district is considering purchasing a piece of property with general operating funds to alleviate the central administration overcrowding.

During the review process, the team was informed that the district is considering purchasing about 35,000 square feet of building space close to the central administration building. The purpose is to move certain departments, such as the Instructional Resource Center (IRC), Head Start Administration office and the Cable Access TV office to the new site and allow other departments to move into the vacant areas.

**Recommendation 86:**

**Update and expand the information included in the facility master plan to include all district facilities.**

Proper maintenance of a facility master plan requires an on-going process of monitoring and continuous updating. The facility master plan should be updated and expanded to include the following information:

- existing space inventory ,
- property acquisition and disposition analysis,
- business plan to address projects,
- construction estimates,
- relocation analysis, office locations,
- existing building condition assessments,
- physical site master plans,
- renovation versus new construction analysis,
- implementation plan and
- specific space forecasts (number of people x standards).

An updated and enhanced facilities master plan will assess all district facilities (campuses and other district-owned facilities, including the central administrative building). The plan should also provide for the optimal use of available space and provide better control over facilities decisions. With this information, the district can compare planned and actual project results, analyze actual expenditures versus budget, and evaluate timelines for completed facility maintenance projects. This plan will also permit the district to determine which of the facility space issues should be considered for the reassessed bond projects.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent should designate the Facilities Services director as the manager responsible for updating and expanding the facility master plan.	March 1996
2.	The superintendent should establish a campus planning task force for each campus consisting of both campus and central office staff.	May 1996 - August 1996

3.	The task force should develop a master plan for each campus and facility that updates existing information and includes the additional information recommended above.	September 1996
4.	Facility master plans should be submitted to the board for approval.	January 1997
5.	The assistant superintendent for Business Services should ensure that the facility master plan is continuously updated every year when changes occur in enrollment, programs and facilities.	1998 and Every Year Thereafter

### **FISCAL IMPACT**

The recommendation can be accomplished with existing staff and resources.

### **FINDING**

The Facilities Services Department does not maintain an up-to-date facilities inventory listing. TISD does not maintain up-to-date measurements of the net square footage in each building. Furthermore, TISD does not maintain an automated database or current manual listing of rooms intended usage, condition and plans for renovation. Facility information collected and analyzed for the Five-Year Facility Study has not been maintained or entered into a computer system for tracking and updating purposes. The enrollment capacities, number of permanent classrooms, assignment of special programs to campuses, and changes in office and classroom use have become dated. Without this information, the department is unable to determine campus space inventory and uses effectively and efficiently.

Moreover, without standard district guidelines for each type of space (i.e., general classrooms, physical education, science labs, computer labs, offices, etc.), the district has no basis for assessing the efficiency of space use and the need for additional space. A standard set of guidelines, based on educational service delivery requirements and school board and state law enables the district to base facility decisions on actual needs rather than perceived needs. At a minimum, a typical inventory should be maintained for the following types of space for each building:

- classrooms
- science labs
- art labs
- music labs
- vocational labs
- offices, lounges, conference rooms

- gymnasiums
- multipurpose space
- cafeteria
- assembly
- library/media
- janitorial/maintenance space
- other usable space.

In addition, districts can use the established guidelines to assess the space needs of each campus and the district as a whole. The use of established space guidelines as a basis for standardizing space requirements allows a district to assess the amount of new space needed accurately.

**Recommendation 87:**

**Assess the space needs of the district and establish and approve a set of school space guidelines, by type of space, to be used in making facility planning and budgeting decisions.**

To evaluate the space needs of the campuses, district space guidelines should be developed. Furthermore, campus space use analysis should identify special program requirements and tie them to specific classrooms to determine campus capacity. An annual detailed space-use analysis of all campus space should be conducted identifying the following:

- actual enrollment and student enrollment projections;
- educational service delivery requirements of campus programs and school board and state requirements;
- number of classrooms identified by type of classroom space;
- up-to-date inventories of existing space by type of space;
- a well-documented program delivery plan for the district as a whole and for each school (i.e., school grade configurations, assignment of special programs to designated schools and estimates of program demands at each campus);
- established facility-use rate and amount of space guidelines and
- comparisons of future space needs with current inventories by type of space to identify areas of space shortages and overages.

TISD should evaluate the balance between the total space needs and the current space inventory. Appropriate adjustments should be made in attendance zones, portable assignments and long-range facilities construction to ensure enrollments and space inventories are in balance and agree with the district desegregation order.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent should designate the Facilities Services director as the manager for assessing and monitoring the needs of the schools for different types of space.	March 1996
2.	The director of Facilities Services, working with appropriate district and campus administrators, should develop an analysis of campus space for each type of space by campus and present these findings to the board.	May 1996 - August 1996
3.	The director of Facilities Services should establish a computerized inventory of each type of space at each campus.	August 1996
4.	Using the current space analysis, the director of Facilities Services should estimate the square footage of each type of space needed at each school for current enrollments by program.	August 1996 - December 1996
5.	The space use analysis inventory should be updated each time school space is remodeled or reassigned or when new space is added or new program requirements are instituted.	Upon any change in type of space at each school or when new program requirements are added
6.	An annual comparison of space needs to current inventory should be made after enrollments at each school are known.	Annually in February and March of each year
7.	An annual plan should be developed to match space needs to existing inventories more effectively.	Annually in February and March of each year

### **FISCAL IMPACT**

The Facilities Services Department currently uses the Windows for Workgroups 3.11 version software. The computer system has only four megabytes of memory and 340 megabytes of hard drive space. To maintain the facilities space information, the system should be upgraded in memory to eight megabytes and 420 megabytes of hard drive space for a cost of about \$700.

<b>Recommendation</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>
Assess district's space needs	(\$700)	(\$0)	(\$0)	(\$0)	(\$0)

# Chapter 11

## FACILITIES USE AND MANAGEMENT

### FACILITIES CONSTRUCTION

The addition of permanent facilities to a school site or the remodeling of existing facilities should be carefully planned to meet the educational needs of students effectively and efficiently. The locations of school buildings should be based on a careful consideration of student and staff traffic patterns, relationships among programs, student and staff safety, access to utility services and future plans for campus development. The building should be carefully designed to fit with other campus buildings (both present and future), to hold up under constant use and to meet program needs. The materials used to construct buildings should be efficient to install and maintain, and capable of withstanding constant wear and tear.

### CURRENT SITUATION

The director of Facilities Services is responsible for coordinating and overseeing construction. TISD has not constructed any new facilities or additions since the last bond issue in 1985, when Owens Elementary was built and gymnasiums were added to selected campuses. While many of the TISD facilities are old, they are well maintained.

### FINDING

Based on the analysis conducted for facilities use, planning and guidelines, the U.S. Department of Justice noted in its letter (**Appendix G**) that due to a lack of sufficient detail on the development and content of the facility study, an accurate determination cannot be made of whether to construct new facilities.

While the review team does not agree or disagree with the Justice Department letter, the review team does find the facility study lacking in the level of detail and documentation needed to support TISD's actions in the future.

The Five-Year Facility study did not provide adequate detail to show how the five-year maintenance repairs and bond projects had been developed nor was Facilities Services able to provide detailed information on the criteria used to make decisions in the study. In addition, all information is in hard copy form. Updates were made in November 1994 to the five-year plan and the bond projects and additional updates made to the bond projects in January 1995. District campuses and facilities have not been

reevaluated and relevant facility and program information has not been updated since the study was completed.

Furthermore, based on on-site inspection of campuses by the Justice Department, most appeared to be well maintained and structurally sound. Community members also expressed their concerns about the need for new facilities during focus group sessions.

**Recommendation 88:**

**Establish committee to review the facility needs in the district and ensure that the issues raised by the U.S. Department of Justice are addressed in the district's facility master plans, space-use analysis and facility guidelines.**

The committee should be composed of white, African-American and Hispanic members reflecting the ethnic diversity of the community. Committee members should also be recruited from the various campus and district organizations. The committee should be responsible for reviewing the facility master plans, space use analysis and facility guidelines to ensure that the plans are equitable to all district groups.

This committee should critically assess the district's facility needs and eventually make recommendations to the administration and the board concerning a future bond election. Widespread community representation will also help the district and the community accept and understand the facility needs if a bond election is required.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The district should establish a committee composed of white, African-American and Hispanic leaders in the Tyler community. The district should recruit community members from the various campus and district organizations.	September 1996 - October 1996
2.	The committee should be responsible for reviewing the master plan, space use analysis, and campus guidelines to ensure that the plans are equitable.	October 1996
3.	The committee should make recommendations to the administration and the board.	January 1997
4.	The committee should be responsible for reviewing the master plan, space use analysis, and campus guidelines if and when changes and modifications are made.	Beginning February 1997 and Ongoing

**FISCAL IMPACT**

This recommendation can be accomplished by recruiting various community leaders from the Tyler area.

# Chapter 11

## FACILITIES USE AND MANAGEMENT

### FACILITIES USE

The Facilities Services Department is responsible for optimizing facility use based on student enrollment projections, educational service delivery requirements and school board and state requirements.

### CURRENT SITUATION

TISD has not constructed any additional permanent facilities since the last bond issue in 1985, but has increased the number of portable classrooms (portables) used at campuses from 100 in 1990-91 to 133 in 1994-95, an overall increase of 33 percent (**Exhibit 11-12**). With the slight increase in student enrollment, the district has been providing campuses with portables to accommodate shifts in enrollment. Twenty-seven portables have been constructed on elementary school campuses and six portables have been constructed on middle school campuses since 1994.

#### Exhibit 11-12

#### Number of New Portables Added

School Year	Number of New Portables Added
1990-91	10
1991-92	3
1992-93	12
1993-94	8
1994-95	0
<b>TOTAL</b>	<b>33</b>

*Source: TISD Facilities Services information*

### FINDING

**Exhibit 11-13** shows that TISD's facility use ranges from a low of 59 percent to a high of 105 percent. Clarkston elementary school is using 59 percent and Hubbard and Moore middle schools are using 105 percent and 101 percent of their capacity, respectively. The district's average use rate

is 82 percent. Because specific campus program information, class size requirements and classroom space by type information was not available, the classroom size was estimated using the S.B. 1 student-to-teacher ratio of 22 to 1. This ratio may not represent the true classroom capacities at campuses, but serves as a guideline in determining campus use.

**Exhibit 11-13  
Facilities Use Data by Campus  
(based on State Class Size)**

<b>School</b>	<b>Total Number of Classrooms</b>	<b>Maximum State Capacity</b>	<b>Total Classroom Capacity</b>	<b>Fall 1995 Enrollment</b>	<b>Excess Capacity</b>	<b>Use</b>
Austin Elementary	30	22	660	474	(186)	72%
Bell Elementary	22	22	484	352	(132)	73%
Birdwell Elementary	21	22	462	338	(124)	73%
Bonner Elementary	39	22	858	645	(213)	75%
Clarkston Elementary	32	22	704	417	(287)	59%
Dixie Elementary	30	22	660	524	(136)	79%
Douglas Elementary	39	22	858	662	(196)	77%
Gary Elementary	18	22	396	311	(85)	79%
Griffin Elementary	31	22	682	519	(163)	76%
Jones Elementary	21	22	462	310	(152)	67%
Orr Elementary	28	22	616	454	(162)	74%
Owens Elementary	42	22	924	859	(65)	93%
Peete	25	22	550	342	(208)	62%

Elementary						
Ramey Elementary	32	22	704	576	(128)	82%
Rice Elementary	42	22	924	819	(105)	89%
Woods Elementary	36	22	792	755	(37)	95%
Boulter Middle	35	22	770	608	(162)	79%
Dogan Middle	24	22	528	460	(68)	87%
Hogg Middle	22	22	484	425	(59)	88%
Hubbard Middle	48	22	1056	1108	52	105%
Moore Middle	27	22	594	599	5	101%
Stewart Middle	32	22	704	566	(138)	80%
Lee High	117	22	2574	2344	(230)	91%
Tyler High	106	22	2332	1804	(528)	77%
<b>Total</b>	<b>912</b>	<b>22</b>	<b>19,778</b>	<b>16,271</b>	<b>(3,507)</b>	<b>82%</b>

*Source: TISD Facilities Services classroom data*

Furthermore, TISD uses portable facilities at many of its campuses, yet many of these campuses have excess capacity. While industry and TEA facility use guidelines do not exist, previous Comptroller reviews of district facilities recommend that a standard facility use rate of 75 percent is appropriate.

TISD has a total of 133 portables, with a significant number used by the elementary campuses (**Exhibit 11-14**).

**Exhibit 11-14**  
**Percentage of Portable Square Footage at**  
**TISD Campuses**

School	Fall 1995	NumberV	PortableV	BuildinoV	TotalV	%
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	<b>Enrollment</b>	<b>of Portables</b>	<b>Square Footage</b>	<b>Square Footage</b>	<b>Square Footage</b>	<b>PortableV Square Footage</b>
<b><i>Elementary:</i></b>						
Austin	474	8	6,144	34,696	40,840	15%
Bell	352	6	4,608	30,233	34,841	13%
Birdwell	338	5	3,840	39,785	43,625	9%
Bonner	645	19	14,592	39,194	53,786	27%
Clarkston	417	3	2,304	50,671	52,975	4%
Dixie	524	0	0	56,916	56,916	0%
Douglas	662	14	10,752	50,137	60,889	18%
Gary	311	0	0	53,180	53,180	0%
Griffin	519	3	2,304	27,887	3,191	8%
Jones	310	7	5,376	46,608	51,984	10%
Orr	454	4	3,072	59,839	62,911	5%
Owens	859	6	4,608	42,351	46,959	10%
Peete	342	5	3,840	40,758	44,598	9%
Ramey	576	11	8,448	43,998	52,446	16%
Rice	819	2	1,536	73,568	75,104	2%
Woods	755	6	4,608	57,686	62,294	7%
<b><i>Middle:</i></b>						
Boulter	608	5	3,840	89,637	93,477	4%
Dogan	460	6	4,608	58,720	63,328	7%
Hogg	425	3	2,304	51,177	53,481	4%
Hubbard	1,108	7	5,376	114,644	120,020	4%
Moore	599	0	0	62,516	62,516	0%
Stewart	566	3	2,304	81,382	83,686	3%
<b><i>High:</i></b>						
Lee	2,344	1	768	329,958	330,726	0%
Tyler	1,804	9	6,912	268,600	275,512	3%
<b>Total/Average</b>	<b>16,271</b>	<b>133</b>	<b>102,144</b>	<b>1,804,141</b>	<b>1,906,285</b>	<b>5%</b>

*Source: TISD Facilities Services data on campus square footage/number of portables*

Some campuses maintain portable classrooms that could be better used at other campuses to accommodate enrollments (**Exhibit 11-15**). For example, Clarkston Elementary has three portables when only 59 percent of its capacity is being used. Peete Elementary has five portables and is operating at 62 percent capacity.

**Exhibit 11-15  
Facilities Use and  
Number of Portables Maintained**

School	Number of Portables	Campus Use
Austin Elementary	8	72%
Bell Elementary	6	73%
Birdwell Elementary	5	73%
Bonner Elementary	19	75%
Clarkston Elementary	3	59%
Douglas Elementary	14	77%
Griffin Elementary	3	76%
Jones Elementary	7	67%
Orr Elementary	4	74%
Peete Elementary	5	62%
Boulter Middle	5	79%
Stewart Middle	3	80%
Tyler High	9	77%

*Source: TISD Facilities Services information*

Portable classrooms account for about 5 percent of the total instructional space in TISD. Portables at the elementary campuses comprise 9 percent of total building square footage, 4 percent of total building square footage at the middle schools and 1 percent of total building square footage at the high schools (**Exhibit 11-16**). Informal guidelines used by TEA's division of State Funding recommend that no more than 10 percent of the classrooms be portable. Excess use of portable buildings, according to TEA, negatively affects instruction.

**Exhibit 11-16**  
**TISD Portable Usage at Campuses**  
**1995-96**

<b>Campuses</b>	<b>Total Enrollment</b>	<b>Number of Portables</b>	<b>Total Square Footage</b>	<b>% Portable Square Footage</b>
Elementary Schools	8,357	99	823,539	9%
Middle Schools	3,766	24	476,508	4%
High Schools	4,148	10	606,238	1%
<b>TOTAL</b>				<b>5%</b>

*Source: TISD Facilities Services information on facilities*

Furthermore, based on input received from the Public Opinion Telephone Survey conducted on the Tyler community, 46 percent of the community agreed that the district has sufficient space and facilities to support instructional programs, while 32 percent of the respondents disagreed (**Exhibit 11-17**).

**Exhibit 11-17**  
**Public Opinion Telephone Survey Results**

<b>In this District, we have sufficient space and facilities to support instructional programs.</b>	
Strongly Agree	3%
Agree	43%
Disagree	32%
Strongly Disagree	12%
Don't Know	10%
<b>TOTAL</b>	<b>100%</b>

*Source: Tyler Community Public Opinion Telephone Survey*

Based on the management review team's analysis, TISD has not performed sufficient analysis of district facilities to determine actual student capacities. Without performing this analysis, the district cannot adequately assess and recommend facilities usage.

In addition, when comparing the list of proposed bond projects with the campuses that are under capacity in **Exhibit 11-18**, the bolded items represent campuses with proposed additions that are under capacity. Four schools are adding classroom additions to their campuses and three new campuses are being proposed (see items in bold).

**Exhibit 11-18**  
**Underused Campuses with Proposed Additions**  
**1994-95**

School	Under Capacity Amount	Bond Project Descriptions
<b>Austin Elementary</b>	(186)	<b>Additions</b> /Renovations/Technology
<b>Bell Elementary</b>	(132)	<b>Additions</b> /Renovations/Technology
<b>Birdwell Elementary</b>	(124)	<b>Additions</b> /Renovations/Technology
Bonner Elementary	(213)	Repairs/Technology
<b>Clarkston Elementary</b>	(287)	<b>Additions</b> /Renovations/Technology
<b>Dixie Elementary</b>	(136)	<b>Additions</b> /Technology
<b>Douglas Elementary</b>	(196)	<b>Additions</b> /Renovations/Technology
Gary Elementary	(85)	Renovations/Technology
<b>Griffin Elementary</b>	(163)	<b>Additions</b> /Renovations/Technology
<b>Jones Elementary</b>	(152)	<b>Additions</b> /Renovations/Technology
<b>Orr Elementary</b>	(162)	<b>Additions</b> /Renovations/Technology
<b>Owens Elementary</b>	(65)	<b>Additions</b> /Renovations/Technology
<b>Peete Elementary</b>	(208)	<b>Additions</b> /Renovations/Technology
<b>Ramey Elementary</b>	(128)	<b>Additions</b> /Renovations/Technology
Rice Elementary	(105)	Renovations/Technology
Woods Elementary	(37)	Renovations/Technology
<b>Boulter Middle</b>	(162)	<b>Additions</b> /Renovations/Technology
<b>Dogan Middle</b>	(68)	<b>Additions</b> /Renovations/Technology
<b>Hogg Middle</b>	(59)	<b>Additions</b> /Renovations
Stewart Middle	(138)	<b>Additions</b> /Renovations/Technology
<b>Lee High School</b>	(230)	<b>Additions</b> /Renovations/Technology

<b>Tyler High School</b>	(528)	<b>Additions/Renovations/Technology</b>
<b>Northeast Elementary School</b>		<b>New campus</b>
<b>Southwest Elementary School</b>		<b>New campus</b>
<b>New Middle School</b>		<b>New campus</b>

*Source: TISD July 1994 Five-Year Facility Study*

*Note: The proposed bond items listed exclude the central administration building, Distribution Center, Facilities Services, Transportation, Rose Stadium, Camp Tyler and the Aquatic Center.*

**Recommendation 89:**

**Re-evaluate the use of TISD campus facilities.**

Given TISD's enrollment, number of portable classrooms and number of schools under capacity, the proposed allocations for the bond proceeds should be reassessed. The district should discontinue purchasing portables and should aggressively pursue efficient use of existing facilities. At campuses where portables exist, a plan should be developed where portables can be converted to offices and storage areas. If any unused portables remain, the district should sell them.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The board should appoint a strategic planning team for facilities to study and evaluate the use of facilities. The strategic planning team should be composed of campus, administration and community members.	March 1996
2.	The strategic planning team should analyze the costs and impact of alternative attendance zones, realignment of special programs at campuses and so on, with priority given to the Department of Justice concerns.	April 1996
3.	The director of Facilities Services should present recommendations to the board.	May 1996
4.	The board should convert any unused portables into office and storage space and sell any unused portables.	May 1996

## **FISCAL IMPACT**

The district currently budgets \$65,000 annually to build portable facilities (the average cost of a portable at \$18,500) but the district has no plans to construct additional portables on campuses in fiscal year 1995-96. By selling some of the unused portables, with an estimated net of \$5,000 per portable, the district could realize annual savings. If the district reduced the number of portables by 10 percent, at least two portables could be sold each year through the 1999-2000 school year.

<b>Recommendation</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>
Re-evaluate the use of TISD facilities	\$10,000	\$10,000	\$10,000	\$10,000	\$10,000

# Chapter 11

## FACILITIES USE AND MANAGEMENT

### **AMERICANS WITH DISABILITIES ACT**

The deadline for modifying facilities under the Americans with Disabilities Act of 1990 (ADA or the Act) was January 26, 1995. This deadline is significant to school districts because, in addition to filing a complaint with the federal government, an individual can file a private lawsuit under ADA, charging that a public school has failed to make itself accessible to people with disabilities.

The Act does not mandate the renovation of each existing buildings, but rather has set strict requirements for new construction. Older buildings do not have to be completely accessible to people with disabilities. The law requires access to all educational programs and services, not to every building. To determine compliance, a self-evaluation must be performed to ensure all programs and services are accessible.

### **FINDING**

In July 1994, the Tyler Five-Year Facility Study report cited various schools in the district needing ADA modifications in order to be in compliance. The district has hired firms to conduct ADA studies on campuses to determine construction and addition needs. The district is aware of non-compliance at campuses and has addressed ADA compliance in the facility study. ADA compliance at district campuses has been scheduled out through the 1999-2000 school year. For the 1994-95 school year, \$150,000 was spent on ADA ramps at selected campuses. For the 1995-96 school year, the five-year plan calls for \$150,000 on ADA projects; for instance, a lift to be installed at Tyler High School.

Bonner, Douglas, and Gary elementary schools and Hogg Middle School are not in compliance with the Americans with Disabilities Act (ADA) of 1990. The ADA imposes a fine of \$50,000 for the first violation of noncompliance with ADA standards and \$100,000 for any subsequent violation. While some campuses are being brought into compliance this year, funds have not been appropriated to meet all ADA requirements.

### **Recommendation 90:**

**Establish current ADA deficiencies as a district priority and develop a plan to comply with the law.**

TISD should make ADA compliance a priority for all campuses to avoid any violations. A plan should prioritize facilities modifications and associated costs to meet ADA standards. The plan should be incorporated into the district's facility master plan. Specific ADA compliance issues should be prioritized and included in the proposed bond project.

TISD should use the studies already done by campuses to estimate construction needs and proposed costs for compliance.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director and staff of Facilities Services should update all ADA studies of existing facilities to determine accessibility to available programs and services.	March 1996
2.	The director of Facilities Services and the assistant superintendent of Business Services should prepare a transition plan for modifying existing facilities to meet ADA requirements.	May 1996
3.	The director of Facilities Services and the assistant superintendent of Business Services should list the modifications needed to meet the Act's minimum requirements, prioritize the improvements and include them in the five-year facility study.	June 1996
4.	Once prioritized, the director of Facilities Services and the assistant superintendent of Business Services should develop a five-year budget that addresses the ADA requirements for all campuses.	July 1996
5.	The ADA priorities and budget should be submitted to the board for approval.	August 1996
6.	The assistant superintendent of Business Services and the director of Communications should keep administrative, campus and local community groups who represent people with disabilities aware of what the district is trying to accomplish and involve them in setting priorities.	Ongoing beginning in August 1996
7.	The assistant superintendent of Business Services and the director of Communications should ensure that procedures for people to request accommodations for their disabilities, as well as internal grievance procedures under the Act, are established and well publicized.	Ongoing beginning in August 1996

**FISCAL IMPACT**

Preparing a plan for compliance with ADA standards can be accomplished with existing resources.

# Chapter 11

## FACILITIES USE AND MANAGEMENT

### CUSTODIAL OPERATIONS

Custodial services are essential to keep schools clean, maintain a safe facilities environment, provide maintenance services and both monitor and report facility repair needs to appropriate authorities.

### CURRENT SITUATION

TISD custodial services are responsible for cleaning and maintaining all district facilities. Facilities Services follows a custodial allocation formula of assigning one custodian for every 13,000 square feet of space. This assignment is based on the total number of students, teachers and rooms at a given campus and the total square footage of the campus. The formula is calculated as follows:

- One custodian for every nine teachers
- Number of teachers on staff divided by nine = Teacher Factor
- One custodian for every 235 pupils
- Number of pupils divided by 235 = Pupil Factor
- One custodian for every 12 rooms
- Number of rooms divided by 12 = Room Factor
- One custodian for every 13,000 square feet of floor space
- total square feet in building divided by 13,000 = Square Foot Factor

Each of the four factors are added together and are divided by four to determine the number of custodians assigned to a campus. For example, at Dogan Middle School, the custodial formula is as follows:

- 30 teachers divided by nine
- 460 pupils divided by 235
- 24 classrooms divided by 12
- 63,328 square feet (includes portable square feet) divided by 13,000.

Each of the factors is added together to yield 12.2 which is then divided by four to equal three. According to the formula, Dogan Middle School has three custodians to maintain their gross building square footage of 63,328.

### FINDING

Supervision of campus custodians is split between site-based management at campuses and the district custodial foreman at the Facilities Services Department. Because of the district's site-based management policy, TISD allows principals to choose whether to manage their custodians or defer the responsibility to the custodial foreman. Currently, 13 campuses have custodians reporting directly to the custodial foreman (with principal input and coordination), while the remaining 12 campuses have the principal directing their custodian's daily duties and responsibilities (**Exhibit 11-19**). The custodial foreman is not knowledgeable of schedules, duties and responsibilities of custodians assigned to site-based campuses. The majority of campus custodians currently report directly to the campus principal.

**Exhibit 11-19**  
**Custodians Reporting to Principals or to the Custodial Foreman**

<b>Custodians Reporting to Principal</b>	<b>Number of Custodians</b>	<b>Custodians Reporting to Custodial Foreman</b>	<b>Number of Custodians</b>
Lee High	17	Boulter Middle	5
Tyler High	16	Dogan Middle	4
Moore Middle	4	Hogg Middle	4
Stewart Middle	5	Hubbard Middle	6
Austin Elementary	3	Birdwell Elementary	4
Bell Elementary	2.5	Bonner Elementary	4
Douglas Elementary	4	Clarkston Elementary	3
Gary Elementary	2	Dixie Elementary	3
Griffin Elementary	3	Peete Elementary	3
Jones Elementary	2	Rice Elementary	5
Orr Elementary	4	Owens Elementary	4
Ramey Elementary	4	Woods Elementary	4
St. Louis Special Ed.	2	Facilities Services	5
Camp Tyler	2	Administration Bldg.	2
<b>Total</b>	<b>70.5</b>	<b>Total</b>	<b>55</b>

*Source: TISD Facilities Services information*

**Recommendation 91:**

**Develop a policy requiring all campus custodians to report directly to the campus principal.**

Site-based management dictates that all campus personnel report directly to the principal. In addition, centralizing authority and supervision with the principal eliminates any confusion among custodians about job duties, assignments and responsibilities. Principals should not only have direct responsibility for their custodians, but they should also have direct control of the custodial budgets for salaries, benefits, equipment and supplies. Site-based management facilitates control of employees and supplies at the campus level to budget effectively and to make site-based decisions on staffing and resources.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The assistant superintendent of Business Services should instruct the director of Accounting to take appropriate measures to incorporate custodians into the campus budgets.	July 1996
2.	The Accounting Department should relocate all Facilities Services custodians to the appropriate campuses with their respective budgets.	August 1996
3.	Facilities Services should turn over all custodial schedules to the appropriate campuses.	September 1996
4.	All campuses should meet with their respective custodians to orient them to the process of reporting directly to the principal.	September 1996

**FISCAL IMPACT**

The Accounting and Payroll departments should be able to make the appropriate account code and payment code changes to the existing system without additional staff and resources.

**FINDING**

The custodial foreman is responsible for conducting asbestos training, making custodial assignments for campuses, reviewing requests for custodial supplies from all campuses, meeting with lead custodians every six weeks and supervising five utility custodians housed at Facilities Services. The foreman spends the majority of his time visiting campuses; responding to principal's questions or complaints; substituting utility custodians as campus custodians when one is absent and directing utility

custodians to pick up and repair custodial equipment. Asbestos training has now been eliminated according to the director of Facilities Services.

**Recommendation 92:**

**Eliminate the custodial foreman position within Facilities Services.**

All custodial campus assignments will be determined by the principal, and the principal should also review custodial requests for supplies and materials submitted by the lead custodian at that campus. The five utility custodians should report directly to the coordinator of Property Services, and the coordinator of Property Services should meet with campus lead custodians once every six weeks to address custodial issues and provide training.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Facilities Services should eliminate the district custodial foreman position.	September 1996
2.	The utility custodians should be assigned directly to the coordinator of Property Services.	September 1996
3.	The coordinator of Property Services should meet with the campus lead custodians every six weeks to discuss custodial issues and provide training.	Ongoing Beginning in September 1996

**FISCAL IMPACT**

The elimination of the district custodial foreman will result in an annual savings of \$28,798 (includes salary and benefits).

<b>Recommendation</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>
Eliminate district custodial foreman position	\$28,798	\$28,798	\$28,798	\$28,798	\$28,798

**FINDING**

TISD's custodial cleaning standard of square footage cleaned per custodian is lower than the recommended industry standard. Campus custodians are responsible for opening and closing buildings, cleaning all restrooms, classrooms, hallways and gyms, cleaning the cafeteria and picking up trash on grounds. Custodial responsibilities are reserved strictly for cleaning, custodians do not perform any maintenance related work

activities. Maintenance work is reported to the Facilities Services Department through work order requests.

Facilities Services developed a custodial cleaning based formula based partially on a standard of 13,000 square feet per custodian. Based on an analysis of the total number of custodians and total campus square footage, square footage cleaned per custodian ranges from 8,208 square feet to 26,590 square feet. The overall district average for custodians is 16,141 square feet cleaned (**Exhibit 11-20**). Furthermore, based on TISD's formula alone, Lee High School should have 16 custodians to maintain their campus, but they are actually assigned 17 custodians.

- 154 teachers divided by nine
- 2,344 pupils divided by 235
- 117 classrooms divided by 12
- 330,726 square feet (includes portable square feet) divided by 13,000

**Exhibit 11-20**  
**TISD Square Footage Allocation and**  
**Recommended Custodial Allocation**

School	Enrollment	Permanent Gross Sq. Ft.	Portable Gross Sq. Ft.	Total Square Feet	# of Custodians	Sq. Ft. Per Custodian	Rec. 19,000 Standard
<i>Elementary:</i>							
Austin	474	34,696	6,144	40,840	3	13,613	2
Bell	352	30,233	4,608	34,841	2.5	13,936	2
Birdwell	338	39,785	3,840	43,625	3	14,542	2
Bonner	645	39,194	14,592	53,786	4	13,447	3
Clarkston	417	50,671	2,304	52,975	3	17,658	3
Dixie	524	56,916	0	56,916	3	18,972	3
Douglas	662	50,137	10,752	60,889	4	15,222	3
Gary	311	53,180	0	53,180	2	26,590	3
Griffin	519	27,887	2,304	30,191	3	10,064	2
Jones	310	46,608	5,376	51,984	2	25,992	3
Orr	454	59,839	3,072	62,911	4	15,728	3
Owens	859	42,351	4,608	46,959	4	11,740	2

Peete	342	40,758	3,840	44,598	3	14,866	2
Ramey	576	43,998	8448	52,446	4	13,112	3
Rice	819	73,568	1,536	75,104	5	15,021	4
St Louis Special Ed.	78	37,574	0	37,574	2	18,787	2
Woods	755	57,686	4,608	62,294	4	15,574	3
<b>Middle:</b>							
Boulter	608	89,637	3,840	93,477	5	18,695	5
Dogan	460	58,720	4,608	63,328	4	15,832	3
Hogg	425	51,177	2,304	53,481	4	13,370	3
Hubbard	1,108	114,644	5,376	120,020	6	20,003	6
Moore	599	62,516	0	62,516	4	15,629	3
Stewart	566	81,382	2,304	83,686	5	16,737	4
<b>High:</b>							
Lee	2,344	329,958	768	330,726	17	19,454	17
Tyler	1,804	268,600	6,912	275,512	16	17,220	15
Camp Tyler	0	16,415	0	16,415	2	8,208	1
Administration/ Chap. 1 Annex/ Special Services	0	24,218	0	24,218	2	12,109	1
Facilities/Warehouse/ Transportation/ Athletic EMS offices/Rose Stadium	0	41,206	0	41,206	5	8,241	2
<b>Total/Average</b>	<b>16,349</b>	<b>1,923,554</b>	<b>102,144</b>	<b>2,025,698</b>	<b>126</b>	<b>16,141</b>	<b>107</b>

*Source: 1995-96 TISD Facilities Services custodial allocation and square footage*

**Recommendation 93:**

**Establish a minimum cleaning standard of 19,000 square feet per custodian.**

In previous performance reviews, best practices of districts revealed that adequate and efficient custodial staffing patterns allocate approximately

one custodian per 18,000-20,000 square feet of space, depending on the job duties of the custodian.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	Campus principals should re-evaluate the cleaning areas and standards for custodians based on the 19,000 square feet standard.	September 1996
2.	The district should freeze the hiring of any additional custodians for 1995-96.	September 1996
3.	The district should eliminate 19 custodial positions and implement new cleaning standards beginning with the 1996-97 school year.	September 1996

**FISCAL IMPACT**

Average annual custodial salaries are \$11,751 plus 23.46 percent benefits (\$14,508), which is equal to a cost savings of \$275,652 a year in salary and benefits (19 x \$14,508). These positions can be eliminated through attrition based on the average custodian turnover rate of 30 custodians a year for the last two school years.

<b>Recommendation</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>
Allocate custodian on the basis of square footage.	\$275,652	\$275,652	\$275,652	\$275,652	\$275,652

**FINDING**

Campus custodial night supervision is nonexistent. Many crews remain unsupervised or an informal title of supervisor is given to the most senior custodians. Focus group participants complained of a lack of accountability and supervision of night custodians and mentioned problems with the quality of custodial night cleaning. Based on interviews with the custodial foreman and the lead custodians at selected elementary and middle school campuses, the majority of the lead custodians inspect the night crew's work the next morning when they report to work. The high schools have a designated night lead custodian and problems with supervision and the quality of night cleaning appears to be a problem at one high school in particular.

**Recommendation 94:**

**Designate a lead custodian to supervise all night custodial crews.**

The principal should designate one custodian from the night custodial crew as the night lead custodian. The night lead custodian should be held accountable for the quality of cleaning and supervision of the night custodial crews. Appropriate disciplinary action should be taken when problems arise with the custodians and the night lead custodian.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The superintendent in conjunction with the Campus Performance Objective Councils should develop a formal policy that designates night custodial supervision at every campus.	September 1996
2.	Campus principals should be responsible for appointing the night lead custodian.	October 1996
3.	All night custodial crews should have a designated night lead custodian.	October 1996

**FISCAL IMPACT**

The increased responsibilities for the night lead custodian results in a corresponding increase in pay. Lead custodians make an average of \$1,713 more than regular custodians. There are 25 schools requiring a night lead custodian; therefore, the additional cost to the district would be \$42,825 (25 night lead custodians x \$1,713 in increased annual salary).

<b>Recommendation</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>
Designate lead night custodians	(\$42,825)	(\$42,825)	(\$42,825)	(\$42,825)	(\$42,825)

**FINDING**

Formal authority and responsibility for custodial master keys to storage rooms does not appear to be established at one of the high schools. Based on an interview with the day lead custodian at Lee High School, the custodian was not able to determine the custodial personnel that have access to secured custodial storage rooms.

**Recommendation 95:**

**Develop a formal policy for the distribution of keys to custodial staff and define who should have access to storage rooms.**

In addition, keys should be reissued and locks should be rekeyed every two years to ensure the safety and security of secured areas. Principals should ensure that the policy is adhered to and maintain control at their campus for the distribution of keys. Keys should be issued to campus principals and locks rekeyed every two years by the Facilities Services Department to ensure the safety and security of secured district property and equipment.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The assistant superintendent of Business Services in conjunction with the director of Facilities Services should develop a formal policy for key distribution.	September 1996
2.	Campus principals should be responsible for the distribution of keys to respective campus custodial personnel.	September 1996
3.	The Facilities Services coordinator of Property Services should be held responsible for making and issuing keys to campuses and rekeying locks based on requests from campus principals.	September 1996

**FISCAL IMPACT**

The price of rekeying locks is approximately \$12 per lock depending on the type of lock. Using an average rekeying price of \$12 for each of 642 locks (6 keys x 107 custodians) the cost is estimated to be \$7,704 every two years.

<b>Recommendation</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>
Reissue keys and rekey locks every two years	(\$7,704)	(\$0)	(\$7,704)	(\$0)	(\$7,704)

# Chapter 11

## FACILITIES USE AND MANAGEMENT

### **FACILITIES MAINTENANCE AND REPAIR**

Efficient and effective management of a district's facilities requires a well structured and managed maintenance department that:

- is adequately staffed with the appropriate levels and mix of skilled tradesmen, helpers, custodians, supervisors and support staff;
- is organizationally structured to operate effectively and efficiently;
- has adequate information to plan and manage daily operations, and
- is responsive to work order requests from schools.

Facilities maintenance is primarily charged with ensuring school facilities are kept in good condition that promotes a positive learning environment for students. Facilities maintenance is also responsible for ensuring the ongoing safety of facilities.

### **CURRENT SITUATION**

The Facilities Services Department is responsible for facility maintenance and repair of all TISD campuses. The department also has a maintenance schedule for most craft areas, such as paint, grounds, heating ventilation and air conditioning (HVAC), electrical, and pest control.

Work orders are submitted by campuses and are prioritized in the following manner:

- Emergency items that affect the health, safety and security of all students personnel, and buildings within the districts;
- Instructional items that affect the ability to teach current curriculum;
- Aesthetic items that affect the overall appearance, and
- Convenience items that affect personal comfort and ease of use.

Facilities Services craftsmen submit Daily Work Reports by craftsmen or craft area, that capture the work order number, start and ending times, material costs used, completed/uncompleted job status and a remarks section (used if job is incomplete).

The Facilities Services Department also stocks parts for HVAC, plumbing and electrical supplies on a computerized inventory system. Craftsmen complete product inventory forms to select parts and the store room

operator checks out the parts and supplies to the craftsmen. The operator records the inventory in the computer and reorders when necessary.

**FINDING**

Facilities Services craftsmen are can immediately obtain parts needed for work orders. The parts room was established this school year in response to problems in getting parts from out-of-town vendors in a timely manner. Repair work was being hampered because parts were not readily available. All stocked parts are now maintained on the computer system, which has resulted in a more effective process for managing smaller parts and supplies and has reduced department costs for purchasing such supplies.

**COMMENDATION**

**The Facilities Services Department is commended for instituting a parts room for the HVAC, electrical and plumbing craft areas, which reduces purchasing costs to the department.**

**FINDING**

Facilities Services provided actual work orders completed for the week of September 11-15, 1995. The work orders indicated that response times vary significantly by craft area. For example, the HVAC department's average completion time was two days, while the painting crew completed their work orders within 44 days. In addition, average man-hours to complete work orders ranged from two hours per work order to 13 hours per work order (**Exhibit 11-21**). Averages are based on the actual number of days and hours recorded. Not all work orders listed the completion date and man-hours.

Work orders are not assigned an expected amount of time for completing the maintenance activity. Hence, management has no way to determine if staff are being used in the most efficient manner. Based on the sample of one week's worth of work orders, an average response time for all craft departments was 11 days to respond to the work order and five hours to complete the required task. Focus group participants stated that response to work orders is not timely.

**Exhibit 11-21  
Craftsmen's September 11-15, 1995 Work Orders  
Average Completion Days and Average Man Hours to Complete**

Craft	# of Craftsmen	Total # of Work Orders	Average Days to Respond	Average Man Hours to Complete
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<b><i>Maintenance Services:</i></b>				
Electrical	4	54	16	3
Maintenance AC Filter & Fire Extinguisher	1	20	3	2
Plumbing	4	45	5	3
HVAC/Kitchen Equipment	1	20	6	5
HVAC	3	55	2	6
<b>Subtotal</b>	<b>13</b>	<b>194</b>	<b>32</b>	<b>19</b>
<b>Average</b>			<b>6</b>	<b>4</b>
<b><i>Property Services:</i></b>				
Custodial	5	24	1	3
Glass/Lock	1	23	10	2
Carpentry	5	70	40	4
Paint	7	34	44	5
Grounds	9	43	3	9
Athletics/Grounds	1	6	0	13
Environmental Irrigation	1	4	6	5
Integrated Pest Management	1	22	2	3
<b>Subtotal</b>	<b>30</b>	<b>226</b>	<b>106</b>	<b>44</b>
<b>Average</b>			<b>13</b>	<b>6</b>
<b>Total</b>	<b>43</b>	<b>420</b>	<b>138</b>	<b>63</b>
<b>Average</b>			<b>11</b>	<b>5</b>

*Source: TISD Facilities Services work orders for September 11-15, 1995*

**Recommendation 96:**

**Establish time standards for completing work orders and set response time goals that reflect the expectations of the users.**

Facilities Services should establish time standards for responding to the four types of work orders submitted and then establish expected completion hours for the types of tasks requested. The daily work request should include the expected response time and the number of staff hours required to complete the task. The craftsmen should continue to post the actual amount of time taken on the work order when completed. The information should be tracked and analyzed to compare actual to expected response times; to calculate staff hours by work order types and individual staff members; and to schedule work order projects effectively. TISD should reward staff who consistently respond to work orders in a timely manner and who perform work orders in less than the number of expected man hours.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Facilities Services should meet with selected users and craft coordinators to determine work order response times and expected completion hours by work order types.	March 1996
2.	The coordinators for Maintenance and Property Services should ensure that the Daily Work Report includes the expected response time (turnaround time) and completed hours by work order type.	April 1996
3.	The Maintenance and Property Services coordinators should meet with their respective craftsmen to explain how the expected response times and completion times will be used to evaluate employee productivity.	May 1996

**FISCAL IMPACT**

No fiscal impact is associated with this recommendation. The recommendation can be completed with existing staff and resources.

# Chapter 11

## FACILITIES USE AND MANAGEMENT

### WORK ORDER SYSTEM AND REPORTING

#### CURRENT SITUATION

The current work order processing system is a manual process, with campus staff submitting written work requests through the mail. Written work orders are delivered from the schools to the Facilities Services Department daily by internal mail. Work orders are sorted by the Facilities Services secretary and distributed to the appropriate coordinators. Supervisors prioritize work orders late each morning and afternoon and assignments are made the following morning. Craftsmen submit completed work orders at the end of each day along with their Daily Work Report, and post the date completed, material costs used, total labor hours and a campus signature on the work order. Coordinators review the work orders and Daily Work Reports to ensure that material costs match submitted invoices.

#### FINDING

The coordinator's ability to analyze work orders by all craft areas and campuses is severely limited by the lack of a work order tracking system. The Facilities Services Department does not generate overall cost data for activities to make informed management decisions. While the data is captured on individual work orders and Daily Work Reports, it is not tracked and analyzed. Management cannot make reliable and effective decisions without this cost information.

The work order form used by Facilities Services captures the completion date, the material cost and the labor costs used, while the Daily Work Report form captures only the total man hours to complete and the material costs used. Neither form centrally captures all relevant material and labor costs or completion data. While individual work orders and Daily Work Reports are submitted, the relevant work order information is not captured, tracked and analyzed to determine project costs and status.

Without this information, coordinators have no systematic method for planning staff allocations, evaluating the efficiency of individual staff members or the department as a whole, evaluating projects or evaluating recurring campus requests. The Facilities Services Department can neither track nor monitor job costs by craft, type of work or campus. Management lacks the necessary cost information to budget staff and resources

effectively or to make informed management decisions on whether to perform work in-house or contract out for services.

**Recommendation 97:**

**Track and analyze material and labor costs from work orders and Daily Work Reports so information can be used effectively by coordinators to monitor projects and staff.**

This information should be used to compare material and labor costs in conjunction with the actual-to-expected staff hours by work order types, campuses and individual craft members. The expected response time and actual number of staff hours to complete the work order should be compared to material and labor costs to determine the cost of work orders and the level of staff productivity. Timely and accurate cost data with time-to-complete information (work duration, length of project) will result in more efficient use of personnel time and provide accurate budget information. Coordinators will be able to effectively and efficiently evaluate staff resources and perform detailed cost analysis and comparisons when evaluating the cost effectiveness of contracted services.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Facilities Services should meet with the Maintenance and Property Services coordinators to determine how they will centrally capture all material and labor cost information by campus, craft, craftsmen and project.	September 1996
2.	Once decided, the coordinators should meet with their respective craftsmen to train them in completing the appropriate information on work orders and the Daily Work Reports.	October 1996

**FISCAL IMPACT**

No fiscal impact is associated with this recommendation. The recommendation can be completed with existing staff and resources.

**FINDING**

Facilities Services does not track regular workload statistics, such as how many work orders the craftsmen or craft areas complete in a month or year, nor how many work orders are submitted by campuses monthly or yearly. Current workload statistics are based on the perceived need at a particular time of a job request, such as the amount of pending work orders in a particular craft area. Without this information, Facilities Services is unable to determine accurate staffing ratios, personnel

performance and productivity analysis. Since Facilities Services does not track relevant work order information, the department provided the review team with three months of work orders submitted and completed by craft areas. **Exhibit 11-22** illustrates the number of work orders completed for the three-month period and the average number of work orders completed per man.

**Exhibit 11-22**  
**Total Work Orders Completed**  
**for July, August and September 1995**

<b>Craft Area</b>	<b>Total Craftsmen</b>	<b>Total Work Orders Completed</b>	<b>Average Number of Work Orders per Man</b>
Carpentry	5	105	21
Custodial	5	592	118
Electrical	4	247	62
Environmental Pest Control	1	142	142
Glass/Lock	1	190	190
Grounds/Athletics	10	403	40
HVAC	4	540	135
Paint	7	131	19
Plumbing	4	332	83
<b>TOTALS</b>			<b>65</b>

*Source: TISD Facilities Services Work Orders for the months of July 1-31, August 1-31 and September 1-30, 1995*

Because Facilities Services was not able to provide annual work order information by craft area, the three-month sample serves as an estimate of the number of work orders completed by craftsmen. Work orders per man range from a high of 190 to a low of 19 completed in a three-month period. The carpentry and paint areas are particularly low in work orders per man. It is difficult to determine what the average number of work orders per man (per craft area and month) should be because the number of hours to complete a job, by job type, is not tracked. While this sample

does not represent an actual annual workload per craft area, it provides an estimate of the craftsmen's productivity during three months.

The Facilities Services and Management Services departments are evaluating and acquiring an automated work order tracking system. The work order system they are considering can track work order information such as labor hours and costs, material and parts costs, inventory levels, work order schedules and provides for the electronic submission of work orders by campuses.

**Recommendation 98:**

**Purchase an automated work order system to produce reports by craft and type of work performed.**

Workload efficiency data is necessary so that analysis can be performed to determine the difference between estimated time and actual time to complete a work order, number of work orders pending and completed and the status of work orders. Work efficiency data should also include analyzing staffing ratios, staff use and scheduling for effective use of time on activities. An automated work order system also will assist in the determination of how future work orders, personnel and resources should be budgeted and scheduled.

The Daily Work Report (which tracks job status) can be used to track workload statistics by craftsmen, craft areas and campuses. The report should track and schedule daily work orders by campus and craft area, and total the activity at the end of each month. The secretary of Facilities Services should be responsible for entering the work order information into an automated work order system.

The automated work order system should have the flexibility to design and produce the following monthly, quarterly and annual reports:

- Productivity of each maintenance staff, to include the number of jobs completed by type of job, productive hours and comparison of expected hours to actual hours;
- Work orders per school, to include staff hours by trade and costs by trade;
- Total annual maintenance costs for each school by trade;
- Work order response time by trade, to include the number of work orders submitted, number completed, number still pending and average days of response time; and
- Comparisons of actual versus expected completion times by type of work order and staff person to identify any areas needing improvement.

After the review team's on-site visit, the Facilities Services Department began evaluating a work order tracking system (facilities maintenance system) capable of : (1) numbering work orders, (2) prioritizing work orders (3) recording labor hours, (4) tracking parts and material costs, (5) tracking inventory levels and (6) monitoring work completion status. The department should pursue the purchase of the automated facilities maintenance system.

### IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Facilities and the director of Management Services should coordinate the purchase, installation and setup of the automated work order system.	In Progress
2.	The director of Facilities Services should designate the secretary responsible for inputting the work order information into the automated system.	June 1996
3.	The director of Facilities Services should coordinate with the vendor on the training required for the secretary to input the work order information.	July 1996
4.	The secretary of Facilities Services should begin entering the required work order information on the system	August 1996
5.	Monthly and quarterly reports should be produced that detail the work order data produced.	September 1996

### FISCAL IMPACT

The cost estimate for the facilities maintenance software is \$10,400. The associated facilities maintenance system training cost is \$1,960 and annual software maintenance cost is \$1,560.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Purchase Facilities Maintenance system	(\$13,920)	(\$1,560)	(\$1,560)	(\$1,560)	(\$1,560)

### FINDING

The paint crew is not used effectively. Based on the number of work orders submitted for the three-month period (**Exhibit 11-22**), each painter averaged approximately 19 work orders per man. Facilities Services employs seven painters (i.e., one paint foreman, one paint lead, and five painters) to perform the painting needs of the district. Painters work from

work orders or as directed by the coordinator of Property Services. Because work orders are not tracked, it is impossible to determine whether painters are fully productive. In addition, based on interviews and research among the peer districts, TISD has a larger paint crew than most of the identified peer districts (**Exhibit 11-23**). Only one district, Irving ISD with almost 10,000 more students and three more campuses, has the same number of painters.

**Exhibit 11-23**  
**Number of Painters in Comparison with Peer Districts**

<b>District</b>	<b>1994-95 Enrollment</b>	<b>Number of Campuses</b>	<b>Number of Painters</b>
Irving ISD	25,812	31	7
Goose Creek ISD	17,837	22	3
Galena Park ISD	16,992	19	3
<b>Tyler ISD</b>	<b>16,524</b>	<b>28</b>	<b>7</b>
Bryan ISD	12,845	19	2
Longview ISD	8,090	17	1.5
Lufkin ISD	7,983	18	0
<b>Average without Tyler ISD</b>	<b>14,927</b>	<b>21</b>	<b>3</b>

*Source: Peer district information from TEA and telephone survey*

**Recommendation 99:**

**Reorganize paint crews to maximize their productivity and efficiency.**

Based on peer district comparisons of enrollment and campuses, TISD can eliminate three painter positions. The Facilities Services Department should track and monitor the painting workload of painters to confirm the appropriate number of painters required.

Larger painting projects should be scheduled during the summer months using part-time labor provided by nine or 10 month district employees interested in supplementing their income or by volunteers. (See discussion of opportunity for shared services later in this chapter).

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Facilities Services and the Coordinator of Property Services should use the automated work order system to monitor the painting workload to determine paint staffing needs.	April 1996
2.	If it is determined that the paint staff could be reduced and a paint crew could be hired in the summer for large painting projects, the director of Facilities Services should submit a request for position changes to the superintendent for board approval.	May 1996
3.	The director of Facilities Services should schedule the large painting projects in the summer and hire a summer painting crew.	August 1996

### **FISCAL IMPACT**

Eliminating three painter positions will result in annual salary and benefits savings to the district of \$71,820. Hiring three painters at \$8.00 per hour during the summer to handle large paint jobs (calculated based on the average painter salary of \$19,391 and the number of days (230) worked a year), will cost the district an estimated \$16,128 in salary cost for 12 weeks.

<b>Recommendation</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>
Reorganize paint crews	\$55,692	\$55,692	\$55,692	\$55,692	\$55,692

### **FINDING**

Based on research and interviews, opportunities exist for the district to have some services performed by an outside organization or costs of services shared with other organizations. For example, the Smith County Community Supervision and Corrections Department is responsible for fulfilling the community service requirement of offenders. The community service coordinator indicated that the program participants can perform almost any community related work depending on the type of volunteers available, such as painting, grounds care, maintenance, carpentry and electrical repair work. The coordinator stated that Camp Tyler has had 15-20 people perform maintenance work at the campus. Work is scheduled when students are not in school such as in the summer or on weekends because most volunteers work full-time and are fulfilling their service requirement in their spare time. The coordinator of the Community Service Program stated that the program is able to assist the district with any services that the district may require. Services are provided free of charge. The only requirement is that a district representative must sign a community service agreement that requires the district to oversee volunteers and track volunteer hours spent completing required projects.

**Recommendation 100:**

**Pursue opportunities for sharing services with local organizations.**

TISD Facilities Services Department should actively pursue opportunities for sharing services with local organizations. The district should expand their agreement with the Smith County Community Supervision and Corrections Department to perform grounds, paint and carpentry work. While certain electrical and carpentry projects may depend on the skill levels of volunteers, this program is an excellent opportunity for TISD to benefit from shared services offered by outside agencies and to reduce internal costs.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Facilities Services should assess the type of work needed by the Facilities Services Department.	March 1996
2.	The director of Facilities Services should contact the Smith County Community Supervision and Corrections Department to determine the type of services available.	June 1996
3.	The director of Facilities Services should develop an expanded agreement with the Smith County Community Supervision and Corrections Department.	July 1996

**FISCAL IMPACT**

The cost savings are not estimated since savings will depend on the number of volunteer hours and the type of work performed.

# Chapter 11

## FACILITIES USE AND MANAGEMENT

### ENERGY MANAGEMENT

TISD's Energy Management Department is responsible for developing effective energy conservation practices and monitoring energy costs and usage. An indication of an effective energy management program is decreasing energy usage.

The Department reports directly to the assistant superintendent of Business Services and employs one energy manager.

### FINDING

TISD relies on the use of energy management practices of school personnel and daily monitoring of campus equipment systems by the energy manager to decrease energy usage.

TISD's energy management program has been in place since March 1991. The district entered into a contract with Energy Education, Inc. from 1991-1994 at a cost of about \$500,000 and provided training in energy management practices to the energy manager. The contract has since expired, but the company continues to provide support by sending a consultant to the district quarterly to review energy conservation practices with the energy manager. The company also sponsors energy training seminars quarterly on topics such as boilers systems, lighting and light fixtures.

The energy manager is responsible for working with custodians and the Facilities Services HVAC technicians to develop energy management practices and monitor plumbing, heating and cooling systems. For example, at some of the middle schools a Watt Watchers program has been developed in which students are assigned to watch that lights remain off when not in use. The manager also works closely with the utility company to detect billing errors.

The manager regularly visits campuses to monitor energy management practices and utility systems and to distribute information on energy conservation. The manager alerts campus staff to inefficient energy management practices and submits work orders to the Facilities Services Department on equipment problems. He also is responsible for reconciling monthly utility bills and preparing monthly, quarterly and annual audit reports on the FASER Energy Accounting System that tracks utility costs.

Based on these practices, the energy manager reports significant saving to the district.

## **COMMENDATION**

**TISD's energy management program has saved the district more than \$1 million over the last four years.**

During the four year term of the district's \$500,000 contract with Energy Education, inc., the Energy Manager reports savings of \$1,101,994.

## **FINDING**

While TISD's energy management practices have been successful, the district has not evaluated the campus equipment systems to determine effective energy usage.

Based on interviews with the Coordinator of Maintenance and the energy manager, energy equipment systems vary in age in the district. Some systems have all been replaced, while others have been partially replaced and other systems have been maintained and are as old as their respective campuses.

In 1994 the Longview Independent School District (LISD) entered into an energy management performance contract with Control System International. The lease purchase/contract was for \$966,140 and provided lighting retrofits and air conditioning control systems that are expected to save the district about \$350,000 more than the annual lease payments over the ten-year lease period. After the ten-year lease/purchase agreement is paid, savings are projected to exceed \$177,000 per year thereafter. Based on interviews with LISD, the energy program resulted in lighting retrofits, ballast changing, replacement of some mechanical equipment, and new air conditioning control system installation that has resulted in energy savings of \$173,000 a year as guaranteed by the contract.

### **Recommendation 101:**

**Conduct an assessment of the energy equipment systems at campuses to determine energy effectiveness of the systems.**

Because TISD facilities are old, to maintain an effective energy management program, equipment systems must be periodically evaluated to determine their energy effectiveness. Once all district energy systems have been evaluated, the district should consider other energy management programs that not only train people on conservation measures, but that use effective energy saving equipment. The district

should use the assessment to determine whether to enter into an energy management performance contract with a private company.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The energy manager in conjunction with the director of Facilities Services should assess the utility systems at each of the district facilities.	September 1996 - November 1996
2.	The energy manager and the director of Facilities Services should use the equipment assessment to determine whether to enter into a energy management performance contract.	November 1996
3.	The energy manager should contact the Longview ISD for information on their energy management program.	November 1996
4.	The energy manager should present the information to the assistant superintendent of Business Services for consideration of entering into an energy system contract.	November 1996
5.	Once a decision is made, the energy performance contract should be presented to the board for approval.	December 1996

### **FISCAL IMPACT**

The fiscal impact and cost savings cannot be estimated since costs and savings will depend on the amount of the energy management performance contract and the guaranteed savings associated with new system installation.

# Chapter 12

## TRANSPORTATION SERVICES

- A. Bus Use
- B. Bus Routing and Scheduling
- C. Transportation Inventory
- D. Staffing Issues

### **BACKGROUND**

School districts in Texas receive an annual allotment for transporting students to and from school and vocational education students to and from remote class sites. Extracurricular transportation does not qualify for state support and is financed with local funds.

The allotment for regular education transportation is limited to students who live two or more miles from the school or reside within designated hazardous areas.

The maximum reimbursement for regular transportation costs is determined by the "linear density group" to which the district is assigned by the Texas Education Agency (TEA). Linear density is defined as the average number of regular education students transported daily, divided by the number of miles driven daily.

For special education transportation services, the state's funding is limited to a maximum rate appropriated by the Legislature every two years. School districts currently receive a maximum of \$1.08 per mile for special education transportation. Special education transportation is more costly because of additional equipment requirements, shorter routes and the need for additional employees to help load and unload riders.

Each school district is responsible for replacing and purchasing their own school buses. Districts may purchase school buses through the State General Services Commission under a master state contract. Districts may also choose a lease-purchase method to obtain buses.

In fiscal 1994-95, 88 percent of the miles driven by TISD buses qualified for state support; finding 12 percent did not qualify for state reimbursement.

**Exhibit 12-1** breaks down transportation expenditures by route type for the district.

**Exhibit 12-1**  
**TISD Transportation Expenditures**  
**for Fiscal 1994-95**

<b>Mileage Type</b>	<b>% of Total Transportation Cost</b>	<b>Regular Program</b>	<b>Special Program</b>	<b>Total</b>
Home School	88%	\$1,122,431	\$425,633	\$1,548,064
Extra-Curricular	11%	\$185,838	\$9,021	\$194,859
Non-school	0%	\$2,338	\$-0-	\$2,338
Other	1%	\$10,344	\$3,009	\$13,353
<b>Total</b>	<b>100%</b>	<b>\$1,320,952</b>	<b>\$437,663</b>	<b>\$1,758,615</b>

*Source: TEA Operations Report & TEA Routing Status Reports*

TISD has a students-per-mile ratio of 1.125, which means the district receives \$1.11 per mile from the state for its regular transportation program. In fiscal 1994-95, the district spent \$1.58 per mile for regular education travel and spent \$1.68 per mile on special education transportation.

TISD's total cost per mile for regular education transportation has fluctuated for the last three fiscal years (**Exhibit 12-2**).

**Exhibit 12-2**  
**TISD Average Cost Per Mile in**  
**Regular Transportation**

<b>Cost Type</b>	<b>1992-93</b>	<b>1993-94</b>	<b>1994-95</b>
Operating Cost per Mile	\$1.33	\$1.25	\$1.34
Capital Cost per Mile	\$ .22	\$ .20	\$ .23
<b>Total Cost per Mile</b>	<b>\$1.55</b>	<b>\$1.45</b>	<b>\$1.58</b>

*Source: 1994-95 TEA Operations Report*

Total transportation costs for special education rose to a high of \$1.90 per mile in fiscal 1993-94 and dropped to \$1.63 in fiscal 1994-95 (**Exhibit 12-3**). According to district officials, the sharp increase in special education in 1993-94 occurred when special education miles were assigned to

regular education transportation, causing a decrease in regular transportation costs per mile.

According to interviews with Transportation Services staff, the district was not tracking special education routing effectively in fiscal 1993-94. A lead driver was appointed for the special education program in fiscal 1994-95, and more attention was given to improving the efficiency of the special education routes.

**Exhibit 12-3**  
**TISD Average Cost Per Mile in**  
**Special Transportation**

<b>Cost Type</b>	<b>1992-93</b>	<b>1993-94</b>	<b>1994-95</b>
Operating Cost per Mile	\$1.38	\$1.68	\$1.46
Capital Cost per Mile	\$ .19	\$ .22	\$ .17
<b>Total Cost per Mile</b>	<b>\$1.57</b>	<b>\$1.90</b>	<b>\$1.63</b>

*Source: 1994-95 TEA Operations Report*

**Exhibit 12-4** illustrates TISD's average costs per mile for regular transportation compared to selected districts in TISD's linear density group. **Exhibit 12-5** shows TISD's average cost per mile for special education transportation compared to selected districts in TISD's linear density group. Operating costs include salaries and benefits, contracted services, supplies and materials. Capital costs include capital investment, such as the purchase of new buses.

**Exhibit 12-4**  
**Average Cost per Mile Comparison of Linear Density Group**  
**Regular Education Transportation**  
**Fiscal 1994-95**

<b>District</b>	<b>Operating Cost per Mile</b>	<b>Capital Cost per Mile</b>	<b>Total Cost per Mile</b>
Longview ISD	\$1.17	\$ .17	\$1.34
Marshall ISD	\$1.19	\$ .20	\$1.39
<b>Tyler ISD</b>	<b>\$1.34</b>	<b>\$ .23</b>	<b>\$1.58</b>
Whitehouse ISD	\$1.39	\$ .21	\$1.60
Chapel Hill ISD	\$1.26	\$ .40	\$1.66

Temple ISD	\$1.73	\$ .07	\$1.80
<b>Average w/o TISD</b>	<b>\$1.35</b>	<b>\$ .21</b>	<b>\$1.56</b>

Source: TEA 1994-95 Operations Reports

**Exhibit 12-5**  
**Average Cost per Mile Comparison of Linear Density Group**  
**Special Education Transportation**  
**Fiscal 1994-95**

District	Operating Cost per Mile	Capital Cost per Mile	Total Cost per Mile
Whitehouse ISD	\$ .88	\$.22	\$1.10
<b>Tyler ISD</b>	<b>\$1.46</b>	<b>\$.17</b>	<b>\$1.63</b>
Marshall ISD	\$1.63	\$-0-	\$1.63
Longview ISD	\$1.49	\$.16	\$1.65
Temple ISD	\$1.74	\$-0-	\$1.74
Chapel Hill ISD	\$1.80	\$.25	\$2.05
<b>Average w/o TISD</b>	<b>\$1.51</b>	<b>\$.13</b>	<b>\$1.63</b>

Source: TEA 1994-95 Operations Reports

In fiscal 1994-95, TISD spent \$1,758,615 for regular and special education transportation. Of this amount, \$956,859, or 54 percent, was reimbursed by the state for transportation and \$801,756, or 46 percent, was paid from local funds (**Exhibit 12-6**).

**Exhibit 12-6**  
**TISD Transportation Funding Sources**  
**for all Miles Traveled**  
**Fiscal 1994-95**

Funding Sources	Transportation Dollars	Percent paid for TISD Transportation
State Reimbursement	\$ 956,859	54%
TISD Local Funding	\$ 801,756	46%
<b>Total TISD Costs</b>	<b>\$1,758,615</b>	<b>100%</b>

Source: 1994-95 TEA Report Operations

**Exhibits 12-7 and 12-8** illustrate the percent of transportation costs to be paid by local funds for regular and special education among peer districts.

For fiscal 1994-95, the state is scheduled to reimburse the district for approximately 74 percent of regular education for reimbursable route mileage, leaving TISD responsible for the remaining 26 percent.

**Exhibit 12-7**  
**Comparison of Regular Education Transportation**  
**Costs Paid for Reimbursable Miles**  
**Fiscal 1994-95**

District	Total Regular Route Mileage Cost	Total TEA Allotment	Total Paid with Local Funds	% Paid with Local Funds
Longview ISD	\$580,376	\$505,385	\$ 74,991	13%
Marshall ISD	\$677,960	\$574,300	\$103,660	15%
Whitehouse ISD	\$270,197	\$205,954	\$ 64,244	24%
<b>Tyler ISD</b>	<b>\$946,532</b>	<b>\$699,181</b>	<b>\$247,351</b>	<b>26%</b>
Chapel Hill ISD	\$507,380	\$356,715	\$150,665	30%
Temple ISD	\$312,463	\$219,864	\$ 92,599	30%
<b>Average w/o TISD</b>	<b>\$469,675</b>	<b>\$372,444</b>	<b>\$ 97,232</b>	<b>22%</b>

Source: TEA 1994-95 Routing Reports

*NOTE: Route mileage costs include reimbursable home-to-school travel and not extra-curricular travel. TISD does not offer hazardous routes.*

For special education transportation in fiscal year 1994-95, the state will reimburse TISD for 66 percent of its transportation costs for route mileage, leaving the district responsible for the remaining 34 percent.

**Exhibit 12-8**  
**Comparison of Special Education Transportation**  
**Costs Paid for Reimbursable Miles**  
**Fiscal 1994-95**

District	Total Special Ed. Route Mileage Cost	Total TEA Allotment	Total Paid with Local Funds	% Paid with Local Funds
Marshall ISD	\$113,666	\$75,526	\$38,141	34%
<b>Tyler ISD</b>	<b>\$433,484</b>	<b>\$287,678</b>	<b>\$145,806</b>	<b>34%</b>
Longview ISD	\$226,353	\$147,954	\$78,399	35%
Temple ISD	\$203,152	\$126,011	\$77,141	38%
Chapel Hill ISD	\$96,899	\$51,069	\$45,830	47%
Whitehouse ISD	\$185,416	\$37,438	\$147,979	80%
<b>Average w/o TISD</b>	<b>\$165,097</b>	<b>\$87,599</b>	<b>\$77,498</b>	<b>47%</b>

*Source: TEA 1994-95 Routing Reports*

TISD's Transportation Services department has 168 employees; the department reports to the assistant superintendent for Business Services. The director of Transportation Services is responsible for hiring and training bus drivers, meeting the Texas Department of Public Safety's driver certification requirements (formerly the Texas Education Agency's purview), and enforcing the Department of Transportation's commercial drivers license requirements and drug and alcohol testing regulations. **Exhibit 12-9** shows the personnel classifications within the department.

**Exhibit 12-9**  
**TISD Transportation Services**  
**Personnel Classification**  
**Fiscal 1995-96**

Title	Number
Director	1
Assistant Director	1
Secretary	1
Lead Drivers	3
Lead Driver/Fuel Clerk	1
Regular Drivers	60

Regular Substitute Drivers	4
Regular Monitors	1
Lead Driver/Special Education Clerk	1
Special Education Drivers	25
Special Education Substitute Drivers	6
Special Education Monitors	25
Special Education Substitute Monitors	6
Coach Drivers	13
Athletic Substitute Drivers	1
Teacher Trip Drivers	3
Tyler Agriculture Driver	1
Boot Camp Drivers	2
Camp Tyler Drivers	7
Shop Coordinator	1
Parts and Service Technician (vacancy)	0
Mechanics	3
Apprentice Mechanics	1
Lead Driver/Trainer/Washer	1
<b>TOTAL</b>	<b>168</b>

*Source: TISD Accounting information*

The director and assistant director of Transportation Services manually schedule routes and assign students to routes. The assistant director is primarily responsible for finding substitute drivers, training new bus drivers and monitoring the district transportation safety program.

Lead drivers supervise regular and substitute drivers. The lead driver/fuel clerk's primary responsibilities include ordering, measuring and invoicing fuel, as well as assigning drivers for the extracurricular program.

The special education lead driver supervises and monitors special education drivers, and assigns drivers and students to routes. The lead driver/washer/trainer fuels the extra trip buses and washes the buses. This position reports to both the assistant director and the bus shop coordinator.

The bus shop coordinator assigns work orders to the five mechanics. Each mechanic is responsible for school bus repair and maintenance. The apprentice mechanic assists other mechanics and performs preventive maintenance such as oil and filter changes. Most vehicle maintenance, such as engine and transmission work, is performed by district employees.

The office and shop personnel and the special education lead driver work eight hours per day, 230 days a year. Drivers and monitors work approximately four hours per day for 180 days and the lead driver/fuel clerk works eight hours a day for 190 days.

TISD maintains 153 vehicles including 126 buses. The average age of a TISD bus is nine years. TISD Transportation Services purchases buses through the General Services Commission. TISD Purchasing department purchases low bid fuels, oil, parts and other lubricants.

Five regular and two special education buses are bought each year to maintain the district's fleet. In fiscal 1994-95, TISD spent about \$195,323, primarily on the purchase of eight new buses. TISD typically purchases buses using current capital outlay funds.

An annual vehicle evaluation is done on the bus fleet to analyze its age and repair and maintenance costs. Before vehicles can be disposed of, they are appraised for age, availability of parts, body condition, interior, engine, drive train and cost of refurbishing.

**Exhibit 12-10** illustrates the Transportation Services department's annual expenditures for the past three years.

**Exhibit 12-10**  
**TISD Transportation Services Expenditures**  
**Fiscal 1994-95**

Category	1993-94 Actual Expenditures	1994-95 Actual Expenditures	1995-96 Proposed Budget
<b>Salaries and Benefits</b> (both professional and non-professional employees)	\$1,254,758	\$1,238,190	\$1,119,518
<b>Purchased/Contracted Services</b> (maintenance and operation of vehicles and facilities)	\$40,391	\$25,068	\$40,745
<b>Sunnies/Materials</b>	\$247,473	\$204,964	\$338,020

(maintenance and operation of vehicles and facilities)			
<b>Other Operating Expenses</b> (employee travel and insurance)	\$44,887	\$49,490	\$46,735
<b>Debt Service</b> (interest expenses on loans and leases, including principal if not depreciated under capital outlay)	\$-0-	\$-0-	\$-0-
<b>Capital Outlay</b> (depreciation on purchase of fixed assets, using 10 year amortization for school buses)	\$246,072	\$240,902	\$374,500

*Source: TISD Accounting information*

The Phoenix 8000, a computerized fueling system, is used to track fuel usage. Fuel is bid annually and ordered on an as-needed basis, with vehicle fuel tanks measured daily by the fuel clerk. Purchasing receives a purchase order from Transportation Services to purchase fuel when needed. The selected supplier is then contacted by Purchasing and fuel is delivered to Transportation Services. TISD departments are invoiced annually for fuel consumption and repairs on department vehicles. Campuses are billed for the mileage and fuel consumption for the extra-curricular trips they sponsor.

The bus shop also performs vehicle maintenance and state vehicle inspections for the Facilities Services Department. Preventive maintenance is scheduled based on bus mileage and on the manufacturer's recommended mileage levels. The bus shop performs preventive maintenance, such as oil and filter changes, tune-ups, and all tire work and replacement, engine inspections, brake and transmission overhauls. Service work for radiators, vat blocks and mill heads is contracted out to local machine shops.

Drivers perform daily pre-trip inspections and post-trip cleanup of buses. Drivers also submit work orders to the shop foreman for other necessary maintenance work that must be scheduled.

TISD Transportation Services operates 131 routes to transport students (**Exhibit 12-11**).

**Exhibit 12-11**  
**TISD Transportation Routes**  
**Fiscal 1994-95**

<b>Route Type</b>	<b>Number of Routes</b>
Regular	77
Special Education	33
Kindergarten	10
Bilingual	3
Attention Center	8
<b>Total</b>	<b>131</b>

*Source: TEA 1994-95 Operations Report*

Based on input received from the local community, most of the respondents were satisfied with the level of transportation services provided. For example, in a telephone survey of the TISD community, 57 percent agreed or strongly agreed that the school bus services met expectations, while 18 percent disagreed or strongly disagreed and 25 percent did not know (**Exhibit 12-12**).

**Exhibit 12-12  
Public Opinion Telephone  
Survey Question**

<b>School bus service meets your expectations.</b>	
Strongly Agree	6%
Agree	51%
Disagree	14%
Strongly Disagree	4%
Don't Know	25%
<b>TOTAL</b>	<b>100%</b>

*Source: TISD Public Opinion Survey*

In the principals and teachers surveys, more than 50 percent of the respondents said the transportation system worked well (**Exhibit 12-13**). However, a significant number, 42 percent, were unhappy with TISD's transportation service.

**Exhibit 12-13  
Principal and Teacher Survey Results**

<b>How does the transportation system work at your campus or for the District?</b>		
<b>Response</b>	<b>Principal Survey Results</b>	<b>Teacher Survey Results</b>
Good/Fair	53%	42%
Poor	42%	12%
No Response	5%	46%
<b>Total</b>	<b>100%</b>	<b>100%</b>

*TISD Public Opinion Survey*

According to comments made at a public forum conducted by the review team, many residents were concerned about the effective use of buses and safety issues.

# Chapter 12

## TRANSPORTATION SERVICES

### BUS USE

#### CURRENT SITUATION

In fiscal 1994-95, TISD operated 77 regular transportation routes and 33 special education daily routes serving students at 28 schools in an area of 207 square miles. In the same year, TISD transported 4,326 students, or 26 percent of all district students each day. About 4,028 of these students were served by the regular transportation program and almost 300 were served by the special education program.

The TISD Admissions, Review and Dismissal (ARD) Committee determines the best method of transporting special education students. The ARD Committee hears special education cases and determines which students travel on special education buses. Transportation Services staff and ARD ensure special education students are assigned to appropriate buses and routes.

#### FINDING

TISD route designs and bus schedules do not maximize district travel. For example, TISD falls below selected peer districts in the efficiency of bus use for its regular routes. In the special transportation program, TISD used 43 percent of its estimated average bus seating capacity in fiscal 1994-95 (**Exhibit 12-14**).

In fiscal 1994-95, TISD operated 33 special transportation routes to accommodate 298 students. According to Transportation Services personnel, TISD transported 82 students with physical disabilities and 216 students with learning disabilities. Students with learning disabilities and no special physical requirements such as wheelchair lifts may ride on regular transportation routes. Since operating a special transportation route is more inefficient than operating regular transportation routes, the district could save money by shifting eligible special education students to regular transportation routes.

**Exhibit 12-14**  
**Special Program Bus Use**  
**Fiscal 1994-95**

Route Number	Daily Miles	Days	Annual Miles	Bus Capacity	Total Riders	% of Bus Use
--------------	-------------	------	--------------	--------------	--------------	--------------

E1	36	174	6,334	50	12	24%
E2	35	174	6,055	50	11	22%
E3	24	174	4,246	44	12	27%
E4 *	84	174	14,616	15	4	27%
E5	51	174	8,839	20	20	100%
E6 *	54	174	9,466	15	9	60%
E7 *	58	174	10,057	15	9	60%
E8	80	174	13,920	15	8	53%
E9	44	174	7,621	15	6	40%
E10	54	174	9,361	15	13	87%
E11	55	174	9,640	15	6	40%
E12 *	65	174	11,240	10	6	60%
E13 *	74	174	12,841	15	6	40%
E14 *	50	174	8,665	15	13	87%
E15	64	174	11,171	15	15	100%
E16A *	74	163	11,997	15	9	60%
E17	61	174	10,684	15	11	73%
E18 *	71	174	12,354	15	8	53%
E19	34	174	5,951	15	5	33%
E20 *	88	174	15,242	15	4	27%
E21	37	174	6,473	26	15	58%
E11S	82	26	2,132	15	9	60%
E14	51	36	1,836	15	5	33%
E16J	21	9	187	15	5	33%
E16S	59	174	10,196	15	4	27%
E22	39	174	6,786	50	8	16%
E23 *	64	174	11,066	38	5	13%
E24 *	52	174	9,083	26	9	35%
E25 *	41	42	1,705	50	27	54%
E19	70	22	1,536	15	3	20%

E6	96	26	2,496	15	9	60%
E9	72	26	1,872	15	5	33%
E18	104	26	2,704	15	7	47%
<b>Totals</b>	<b>1,943</b>	<b>4,552</b>	<b>258,372</b>	<b>709</b>	<b>298</b>	
# of Routes	33					
<b>Average</b>	<b>59</b>	<b>138</b>	<b>7,829</b>	<b>21</b>	<b>9</b>	<b>43%</b>

*Source: TEA 1994-95 Routing Report*  
*\*Rural Routes*

**Exhibit 12-15** is derived from the information in the previous exhibit and shows the efficiency of various routes. Special education routes are about half as efficient as regular education routes. The special education and kindergarten routes are the most inefficient and require excessive travel and too many empty seats.

**Exhibit 12-15**  
**TISD Average Bus Use and**  
**Average Students per Mile**  
**Fiscal 1994-95**

<b>District</b>	<b>Total Regular</b>	<b>Total Special</b>	<b>Total Rural</b>	<b>Regular Rural</b>	<b>Special Rural</b>	<b>Kindergarten</b>
Average Linear Density	1.37	.18	.99	1.27	.17	.44
Average Bus Use	80%	43%	84%	89%	45%	19%

*Source: TEA 1994-95 Routing Reports*

**Recommendation 102:**

**Evaluate the route designs and bus schedules to eliminate wasted travel and empty bus seats.**

TISD should look for ways to combine special education routes to better use buses. In addition, the department should explore the possibility of transporting some special education students using regular busing. Specifically, the department should analyze the most under-used routes to

determine if it would be more efficient to combine them with other routes. The Transportation Services director must collaborate with the ARD committee to ensure that the department understands the special education issues and best meets the needs of the students as prescribed by the ARD committee.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director and assistant director of Transportation Services should meet with lead drivers and ARD committee to determine the best way to transport special education students.	March 1996
2.	Upon approval of the ARD committee, the director of Transportation Services should evaluate special education routes to determine the most efficient way to accommodate both regular and special education students.	June 1996
3.	The director of Transportation Services should redesign both regular and special education routes.	July 1996
4.	The director of Transportation Services should work with the ARD committee to train Transportation Services staff on special education busing issues.	July 1996
5.	The director of Transportation Services should institute the new routes and begin operations under the new routing system.	August 1996

### **FISCAL IMPACT**

By combining 18 routes falling below TISD's special education average of 43 percent, nine special education routes can be eliminated. The savings to the district would be \$55,793 (\$8.61 per hour x 4 hours per day x 180 working days x 9 drivers) in salaries and \$13,089 in fringe benefits using the 23.46 percent rate for non-professionals (\$55,793 x 23.46%). By eliminating nine routes, the district could also save gasoline and maintenance costs. Potential savings are reduced by 1/3 to recognize the additional cost for providing regular transportation on existing routes. Savings are calculated to be \$5,102 (\$28,345 x 27 percent x 2/3) on gasoline costs and \$3,058 (\$16, 989 x 27 percent x 2/3) on maintenance costs.

<b>Recommendation</b>	<b>1995-96</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>
Evaluate and redesign bus routes	\$77,041	\$77,041	\$77,041	\$77,041	\$77,041

# Chapter 12

## TRANSPORTATION SERVICES

### BUS ROUTING AND SCHEDULING

#### FINDING

TISD maintains routes that serve regular, special education, bilingual, parenting and kindergarten students. TISD manually develops bus routes, using attendance zone maps to assign students to routes. Route and student data is captured in the department's database system, but actual scheduling and route assignments are performed manually.

Seventy-six percent of total district mileage is traveled on regular routes and 24 percent on special routes. TISD transportation expenditures are in direct proportion to miles traveled in each program. In fiscal 1994-95, about 75 percent of TISD's transportation cost was spent on regular routes and 25 percent was spent on special education routes. This implies that a one-to-one relationship exists between miles traveled and money spent on travel.

TISD offers 77 regular routes, with almost one-third of the routes falling below TISD's average bus use of 80 percent. TISD also falls below the average bus use of selected peer districts in its linear density group (**Exhibit 12-16**).

**Exhibit 12-16**  
**Regular Program Bus Use**  
**Compared to Selected Districts in TISD's Linear Density Group**  
**Fiscal 1994-95**

District	Average # of Daily Riders	Estimated Average Capacity	% of Bus Use
Marshall ISD	65	65	100%
Chapel Hill ISD	60	64	94%
Whitehouse ISD	59	67	88%
<b>Tyler ISD</b>	<b>52</b>	<b>65</b>	<b>80%</b>
Longview ISD	49	63	78%
<b>Average w/o TISD</b>	<b>58</b>	<b>65</b>	<b>90%</b>

Source: TEA 1994-95 Routing Report

The district operates 23 routes that are below TISD's average bus use of 36 percent capacity. Transportation Services staff are not able to provide information on the number of stops on routes because stops are not counted. All information is kept in hard-copy files and entered into a database, with annual totals used to calculate information required by TEA. **Exhibit 12-17** shows TISD's below-average capacity bus routes. **Exhibit 12-18** illustrates TISD's above-average capacity bus routes.

**Exhibit 12-17**  
**Average Use of Buses Operating**  
**Below 80 percent of Capacity**  
**Fiscal 1994-95**

<b>Route Number</b>	<b>Daily Miles</b>	<b>Number of Days</b>	<b>Annual Miles</b>	<b>Bus Capacity</b>	<b>Total Riders</b>	<b>% of Bus Use</b>
24	68	180	12,222	59	42	71%
30	45	180	8,028	71	52	73%
31	50	180	8,946	71	44	62%
32	45	180	8,028	71	53	75%
35	22	180	3,996	71	48	68%
k2	35	180	6,210	71	16	23%
k3	29	180	5,202	71	10	14%
k4	36	180	6,534	71	17	24%
k5	41	180	7,380	71	9	13%
k6	26	180	4,626	71	7	10%
k7	40	180	7,146	71	12	17%
k8	21	180	3,708	71	18	25%
k9	28	180	5,004	71	13	18%
RA901	57	180	10,188	47	16	34%
RA902	58	180	10,512	47	17	36%
RA903	51	180	9,216	47	14	30%
RA904	45	180	8,028	47	10	21%
RA905	56	180	10,152	47	21	45%

RA906	22	180	3,440	47	15	32%
RA907	27	180	2,943	47	18	38%
RA908	41	180	4,491	47	14	30%
K10	33	180	5,958	71	18	25%
006	65	180	11,754	47	2	43%
<b>Totals</b>	<b>939</b>		<b>16,712</b>	<b>1,405</b>	<b>504</b>	
# of Routes	23					
<b>Averages</b>	<b>41</b>		<b>7,118</b>	<b>61.09</b>	<b>21.91</b>	<b>36%</b>

*Source: TEA 1994-95 Transportation Routing Report*

The routes in **Exhibit 12-18** achieve the desired level of capacity and illustrate that the more efficient routes achieve both a higher capacity usage and higher students-per-mile ratio.

**Exhibit 12-18**  
**Average Use of Buses Operating**  
**Above 80 percent of Capacity**  
**Fiscal 1994-95**

<b>Route Number</b>	<b>Daily Miles</b>	<b>Number of Days</b>	<b>Annual Miles</b>	<b>Bus Capacity</b>	<b>Total Riders</b>	<b>% of Bus Use</b>
1*	15	180	2,736	47	52	111%
2*	38	180	6,858	71	92	130%
3	32	180	5,196	71	59	83%
4*	38	180	6,804	71	92	130%
5	16	180	2,826	58	48	83%
6	20	180	3,528	71	58	82%
7	22	180	4,032	58	56	97%
8	22	180	3,996	58	55	95%
9	45	180	8,136	71	62	87%
10*	37	180	6,570	71	115	162%
11	51	180	9,216	71	63	89%
12	51	180	9,144	71	70	99%

13	39	180	7,020	71	69	97%
14	57	180	10,170	71	71	100%
15	44	180	7,884	71	67	94%
16	36	180	6,444	71	58	82%
18	51	180	9,180	71	61	86%
19	37	180	9,732	71	66	93%
20	47	180	8,496	71	64	90%
21	21	180	3,708	71	68	96%
22	61	180	11,016	71	58	82%
23	74	180	13,248	60	48	80%
25	56	180	10,116	61	55	90%
26	48	180	8,568	71	62	87%
27	63	180	11,376	71	64	90%
28	34	180	6,084	54	53	98%
29	61	180	11,052	71	67	94%
33	63	180	11,376	71	60	85%
34	40	180	7,128	71	69	97%
36	26	180	4,680	71	69	97%
37	40	180	7,272	71	69	97%
38	80	180	14,400	55	51	93%
39	71	180	12,852	53	53	100%
40	97	180	17,424	54	47	87%
41	45	180	6,418	56	55	98%
42	51	180	9,252	59	55	93%
43	62	180	11,160	43	55	128%
44	61	180	10944	71	61	86%
45	46	180	8,280	55	55	100%
46	65	180	11,700	54	51	94%
47	61	180	10,890	55	48	8%7
49	24	180	4,302	71	62	87%

50*	44	180	7,848	71	115	162%
51	25	180	4,536	71	68	96%
52	50	180	9,018	71	62	87%
53*	39	180	7,056	71	109	154%
54	29	180	5,292	71	58	82%
55	37	180	6,732	71	61	86%
57	31	180	5,598	71	57	80%
58*	40	180	7,272	71	89	125%
59*	34	180	6,120	71	112	158%
RB60	51	180	9,216	71	58	82%
RB61	63	180	11,376	71	71	100%
RB62	41	180	7,308	71	70	99%
<b>Totals</b>	<b>2,433</b>		<b>436,186</b>	<b>3,578</b>	<b>3,543</b>	
# of Routes	54					
<b>Averages</b>	<b>45</b>		<b>8,078</b>		<b>66.26</b>	<b>65.61%</b>

*Source: TEA 1994-95 Transportation Routing Report and TISD  
Transportation Services Department*

*\*Two- trip routes*

*\*\*Capacity is derived from a prescribed formula based on the grade level  
of the riders*

Since TEA funding for regular transportation is based on the average number of students transported per mile, a redesign of the district's routing system would increase TEA funding, as well as provide for more efficient use of buses and drivers.

### **Recommendation 103:**

#### **Purchase a computer-aided routing and scheduling system.**

A computerized route-scheduling system provides a long-term cost-effective method of scheduling students on bus routes. For example, some systems on the market allow the user to plan the most efficient routes by

entering relevant district routing data and attendance information. These systems also allows the user to develop alternative routes and to assign students to the most efficient and effective routes. Some systems can add and delete students from routes, automatically change routes for road repairs and give directions to substitute drivers.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Transportation Services should appoint and head a task force consisting of the assistant director, lead drivers and some of the most experienced drivers to review and evaluate the district's routing weaknesses to determine the desired features for a computer-aided routing system.	March 1996
2.	The director of Purchasing should outline the desired features of an automated routing software package.	June 1996
3.	The directors of Transportation Services and Purchasing should obtain a list of vendors who sell bus routing and scheduling software.	July 1996
4.	The directors of Transportation Services and Purchasing should develop a request for proposal, along with proposal evaluation criteria to send to qualified vendors.	August 1996
5.	The directors of Transportation Services and Purchasing should evaluate vendors' proposals.	September 1996
6.	The director of Transportation Services should schedule on-site demonstrations of proprietary routing and scheduling software.	October 1996
7.	The directors of Transportation Services and Purchasing should select the best product based on the evaluation criteria, on-site demonstration and commitment to customer support.	November 1996
8.	The Management Services and Transportation Services directors should install the route-scheduling system.	December 1996
9.	The director of Transportation Services and other task force members should pilot test the system using three to four routes.	January 1997
10.	The director of Transportation Services should enter all relevant route and student information.	February 1997
11.	The director of Transportation Services should train lead drivers in using the new route scheduling system.	April 1997- May 1997
12.	The director of Transportation should implement new routes.	August 1997

### **FISCAL IMPACT**

According to sales representatives from companies providing transportation routing and scheduling systems for school districts, the proposed automated route-scheduling system will cost the district approximately \$50,000 including hardware, software, installation and training.

A route-scheduling system would assist in the elimination of inefficient routes. By combining TISD's 23 routes falling below 80 percent capacity, an estimated 11 routes can be eliminated. TISD drivers average \$8.61 per hour and work an average of 4 hours per day for 180 days per year. Based on the elimination of 11 routes (14 percent of regular routes) and 11 drivers with fringe benefits (at the 23.46 percent rate), the district would save about \$84,189 annually in salaries and benefits.

Savings for fuel and maintenance are reduced by one-third to cover the additional expenses of transporting students on existing routes. The district could reduce gasoline cost by \$9,939 (14 percent x \$106,485 x 2/3) and maintenance supply costs by \$6,585 (14 percent x \$70,551 x 2/3).

<b>Recommendation</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-2001</b>
Purchase bus routing and scheduling system	(\$50,000)	\$100,713	\$100,713	\$100,713	\$100,713

# Chapter 12

## TRANSPORTATION SERVICES

### TRANSPORTATION INVENTORY

#### CURRENT SITUATION

Transportation Services maintains its fleet information data, such as parts inventory (stock number, vendor part number, part description, license number) and vehicle data (vehicle type, mileage readings, license number, depreciation schedule), on a database management system (Kman). The program was customized to fit TISD's Transportation Services needs.

#### FINDING

For sometime, TISD used a local supplier to purchase diesel and unleaded fuel for its buses. About 60 percent of TISD's buses use diesel fuel. The Purchasing Department takes bids on an annual basis for fuel purchases because the district receives better fuel pricing if it competitively bids unleaded gasoline and low-sulfur diesel as opposed to purchasing fuel through a cooperative. **Exhibit 12-19** shows the savings per 10,000 gallons of fuel based on the cooperative pricing and the vendor pricing for the month of October 1995.

**Exhibit 12-19**  
**Comparison of Prices Received by the Smith County Cooperative**  
**and the Selected Vendor**  
**Month of October 1995**

Type of Fuel	Cooperative Price per Gallon	Local Supplier's Price per Gallon	Difference	Gallons	TISD Cost Savings
Unleaded Gasoline	\$0.552	\$0.559	\$(0.007)	10,000	(\$70)
Low-Sulfur Diesel	\$0.553	\$0.511	\$0.042	10,000	\$420

*Source: Telephone quotes and Purchasing Department information for month of October 1995*

## COMMENDATION

**TISD is commended for taking annual bids for fuel purchases to reduce the cost of bulk purchases of fuel. The district receives lower fuel costs per gallon through competitively bidding.**

## FINDING

During on-site interviews, the director of Transportation Services stated that the department is maintaining an outdated fleet database, one that is unable to react to the speed of the newer computers and fails to read some commands. Because the program is obsolete, the director is unable to obtain computer assistance for the system when problems occur.

### **Recommendation 104:**

**Obtain a computerized fleet maintenance system capable of more effectively tracking vehicle information.**

The district should consider purchasing a fleet maintenance module that can be included in the automated routing software package mentioned earlier in this chapter. The module can be added as an upgrade to the route scheduling system. This would enable management and shop staff to be trained on the same software package. The fleet maintenance system tracks parts inventories and contains an integrated work order system and preventive maintenance scheduling system. For example, if Transportation Services staff can input fleet data such as age and desired length of time between preventive maintenance, the system will remind staff of buses needing service.

## IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director, assistant director and bus shop coordinator of Transportation Services should review and evaluate the desired features of an updated computerized fleet maintenance system.	March 1996
2.	The director of Transportation Services should include the fleet maintenance system module in its consideration of the automated routing software package.	June 1996

## FISCAL IMPACT

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Purchase fleet maintenance	(\$12,000)	(\$0)	(\$0)	(\$0)	(\$0)

software					
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# Chapter 12

## TRANSPORTATION SERVICES

### STAFFING ISSUES

#### *Bus Driver Training*

#### CURRENT SITUATION

The director of Transportation Services is responsible for ensuring that drivers receive the state required minimum of 20 hours of certification training (10 hours of class time and 10 hours of behind-the-wheel instruction). The course includes such topics as preventive maintenance, traffic regulations, driving procedures, safety and emergency procedures, first aid and loading and unloading guidelines. Drivers must complete the course in order to operate a school bus in Texas. Every third year, drivers must complete an eight-hour renewal course to retain their certification.

The director of Transportation Services is responsible for delivering the driver-safety program. Safety meetings are held monthly to discuss current situations, route changes and incident and accident reports, as well as to deal with parent-student situations.

#### FINDING

According to focus group participants, bus drivers are not adequately trained to discipline student riders. New bus drivers are required to watch a film entitled "Strategies to Deal with Young Riders" and receive oral and written communication about student discipline from the assistant director of Transportation Services. No other formal student discipline training is provided.

According to focus group participants and comments received during public input meetings, student discipline is a community concern. In the 1994-95 school year, 214 discipline incidents on buses were reported by bus drivers. When incidents occur involving students on buses, the driver submits a multi-copy misconduct report form documenting the incident. A copy is submitted to the assistant director of Transportation Services, who forwards a copy to the principal. Bus drivers do not have the authority to discipline students. The principal completes the second part of the misconduct form indicating the punishment imposed on the student and returns this copy to the Transportation Services Department. Transportation Services personnel said some principals do not discipline students, so many students repeatedly mis-behave on the bus because there is no fear of punishment.

**Recommendation 105:**

**Establish a goal of reducing student incidents on buses by training drivers, enlisting the support of campus principals and using volunteer bus monitors.**

Discipline training should be provided that gives opportunities for role playing and appropriate methods for interacting with and disciplining students of all age groups. The Region VII Educational Service Center should provide bus drivers with discipline training. Training for all regular education bus drivers should be held twice each year, in the fall and in the spring.

Principals should be invited to meet with representatives from Transportation Services and work out plans for improving student behavior on buses. Principals should understand what bus drivers are encountering and a joint effort should be made to improve the situation. If incidents on buses are not reduced, the district should consider using volunteer parental monitors on buses where discipline incidents are a reoccurring problem.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The assistant director of Transportation Services should coordinate with the Region VII Educational Service Center to develop and schedule a disciplinary program that provides opportunities for role playing to prepare drivers to handle disorderly situations correctly.	February - March 1996
2.	The assistant director of Transportation Services should schedule regular education bus drivers to attend the disciplinary program once in the fall and in the spring.	April 1996
3.	The assistant director of Transportation Services should review the topics covered in the discipline training in the monthly safety meetings.	May 1996
4.	The assistant director of Transportation Services should schedule regular education bus drivers for discipline training in the fall and spring.	Each fall and spring

**FISCAL IMPACT**

The Region VII Educational Service Center provides state-required certification and recertification training for TISD bus drivers for which the district is charged \$2.50 an hour per bus driver trained. The educational service center should provide an eight-hour course once in the fall and

spring of the school year. The district maintains 85 regular and special education bus drivers, multiplied by \$2.50 per hour per driver, for eight hours twice a year, (85 x 2.50 x 8 x 2) will cost the district \$3,400.

<b>Recommendation</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>
Provide discipline training for bus drivers	(\$3,400)	(\$3,400)	(\$3,400)	(\$3,400)	(\$3,400)

***Bus Driver Turnover***

**CURRENT SITUATION**

Bus shop personnel and office staff are required to cover bus routes because the department is experiencing a high volume of turnover within its regular and substitute bus drivers. For the 1993-94 and 1994-95 school years, 40 bus drivers resigned. Based on interviews with the selected peer districts, most districts are experiencing the same high bus driver turnover and office staff are required to obtain a license and drive buses. The majority of peer districts indicated that since bus driving is a part-time job with low hourly pay, most drivers want full-time employment with increased benefits. TEA also indicated that bus driver turnover is both a state and national problem.

**FINDING**

Transportation Services Department personnel cannot fulfill their required office and shop responsibilities because of the bus driver turnover rate. Based on the 1994-95 Absenteeism Report, 3,198 routes for regular and special education and extra trip routes (bilingual, kindergarten, TAPP, swim) were handled by substitute Transportation personnel. **Exhibit 12-20** presents the number of routes and percentage of staff used as substitute bus drivers to cover routes in 1994-95.

**Exhibit 12-20**  
**1994-95 Number of Personnel Used as Substitute Bus Drivers on Routes**  
**Fiscal 1994-95**

<b>Routes</b>	<b>No. of Substitute Personnel Used</b>	<b>Percentage</b>
Regular Routes	2,384	84%
Special Education Routes	412	15%
Bilingual Routes	35	1%

<b>Total</b>	<b>2,831</b>	<b>100%</b>
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*Source: TISD Transportation 1994-95 Absenteeism/Substitute Report*

In fiscal 1994-95, the Texas Association of School Boards (TASB) conducted an annual survey report of auxiliary personnel in which 1,051 survey questionnaires were mailed to Texas school districts as part of their annual salaries and benefits survey process. The results of the survey were compiled into a report to be used by districts for salary comparisons.

Based on the TASB survey, TISD's Transportation Services department's average hourly rate of pay for bus drivers was 49 cents less than the average among TISD peer districts (**Exhibit 12-21**).

**Exhibit 12-21**  
**Average Wage Comparison**  
**of Bus Drivers for Peer Districts**  
**Fiscal 1994-95**

<b>District</b>	<b>Bus Driver Average Wage</b>
Longview ISD	\$ 7.30
Temple ISD	\$ 8.25
Bryan ISD	\$ 8.48
<b>Tyler ISD</b>	<b>\$ 8.61</b>
Midland ISD	\$ 9.04
Goose Creek ISD	\$ 9.12
Lufkin ISD	\$11.00
<b>Average w/out Tyler</b>	<b>\$ 9.10</b>

*Source: TASB Salaries & Benefits Report, Auxiliary Personnel 1994-95*

**Recommendation 106:**

**Hire more permanent substitute bus drivers to ensure bus routes are covered when regular drivers are absent.**

The Transportation Services 1994-95 Absenteeism Report indicated that a total of 2,831 regular, special education and bilingual bus route drivers were absent during the 1994-95 school year. The department averaged 16

substitute bus drivers daily to cover absent bus driver routes. Currently, TISD maintains four regular substitute drivers and six special education substitute drivers. The department should maintain a staff of 16 permanent bus driver substitutes. The department should hire six more permanent bus driver substitutes to cover the district bus routes when bus driver absences occur.

Bus driver applicants have been forwarded to the Transportation Services Department from the Texas Employment Commission (TEC), part of the new Texas Workforce Commission (TWC). The department should work with the TWC to identify permanent bus driver substitutes. One expert in the transportation field suggested that mothers of school age students are one stable and reliable source of part-time drivers.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Transportation Services should submit a request to hire six additional permanent substitute bus drivers to the assistant superintendent of Business Services for approval.	May 1996
2.	If approved, the director of Transportation Services should submit the job posting information to TWC and the Personnel for processing.	June 1996
3.	The Transportation Services should work closely with TWC to ensure that bus driver substitute positions are filled as soon as possible for the coming school year.	July 1996

### **FISCAL IMPACT**

The cost of hiring six more permanent bus driver substitutes is calculated using an hourly wage of \$7.04 for an average of 4 hours daily per driver for 174 days in a school year (6 x \$7.04 x 4 x 174).

It is reasonable to assume that overtime can be reduced by implementing this recommendation and that productivity among office and shop staff will be improved. However, these savings were not quantified since they are dependent on numerous other factors.

<b>Recommendation</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>
Hire six permanent bus driver substitutes	(\$29,399)	(\$29,399)	(\$29,399)	(\$29,399)	(\$29,399)

# Chapter 13

## FOOD SERVICE

This section of the report covers the Tyler ISD (TISD) Food Service operation and contains three major subsections.

- A. Staffing and Organization
- B. Food Service Operations
- C. Facilities

### BACKGROUND

The TISD Food Service Department participates in the National School Lunch and School Breakfast programs. Meals are prepared and served at 25 schools and sent to two alternative education centers (Roberts and the Annex). Food Service also provides breakfast, lunch and snacks to Head Start programs at seven locations. TISD schools are closed campuses, which means that all students must eat meals on campus.

In fiscal 1994-95, Food Service had an operating budget of approximately \$4 million and served 500,424 breakfasts and 1,821,606 lunches. An additional 14,891 meals were served for TISD's summer tutorial programs under Title I. **Exhibit 13-1** presents revenue by major category. **Exhibit 13-2** presents fiscal 1994-95 Food Service expenditures by major category.

**Exhibit 13-1**  
**1994-95 Food Service Revenue**  
**(by Major Category)**

Category	Budget	Percent
Meal Reimbursement	\$2,410,783	61%
Paid Meals	1,278,522	32%
Cash in lieu of Commodities	214,178	5%
Interest	75,070	2%
<b>Total</b>	<b>\$3,978,553</b>	<b>100%</b>

*Source: TISD - Food Service Department, August 31, 1995*

**Exhibit 13-2**  
**1994-95 Food Service Expenditures**  
**(by Major Category)**

<b>Category</b>	<b>Budget</b>	<b>Percent</b>
Food	\$2,130,073	53.3%
Salaries and Benefits	1,823,251	45.6%
Maintenance & Repairs	6,894	0.2%
General & Administrative	23,385	0.6%
Travel	10,817	0.3%
<b>Total</b>	<b>\$3,994,420</b>	<b>100.0%</b>

*Source: TISD - Food Service Department, August 31, 1995*

In 1981, TISD participated in a United States Department of Agriculture (USDA) study on alternatives to receiving food commodities. The purpose of the study was to determine whether commodities, commodity letters of credit or cash better served the district's food service needs. At the conclusion of the study, TISD was given the option to continue receiving cash payments for food purchases or return to receiving its share of food commodities such as bulk cheeses, meats and powdered milk. TISD chose to continue to receive cash and the occasional "bonus or non-entitlement commodities" (i.e., bulk cheese, peanut butter, etc.) available to all districts.

# Chapter 13

## FOOD SERVICE

### STAFFING AND ORGANIZATION

#### CURRENT SITUATION

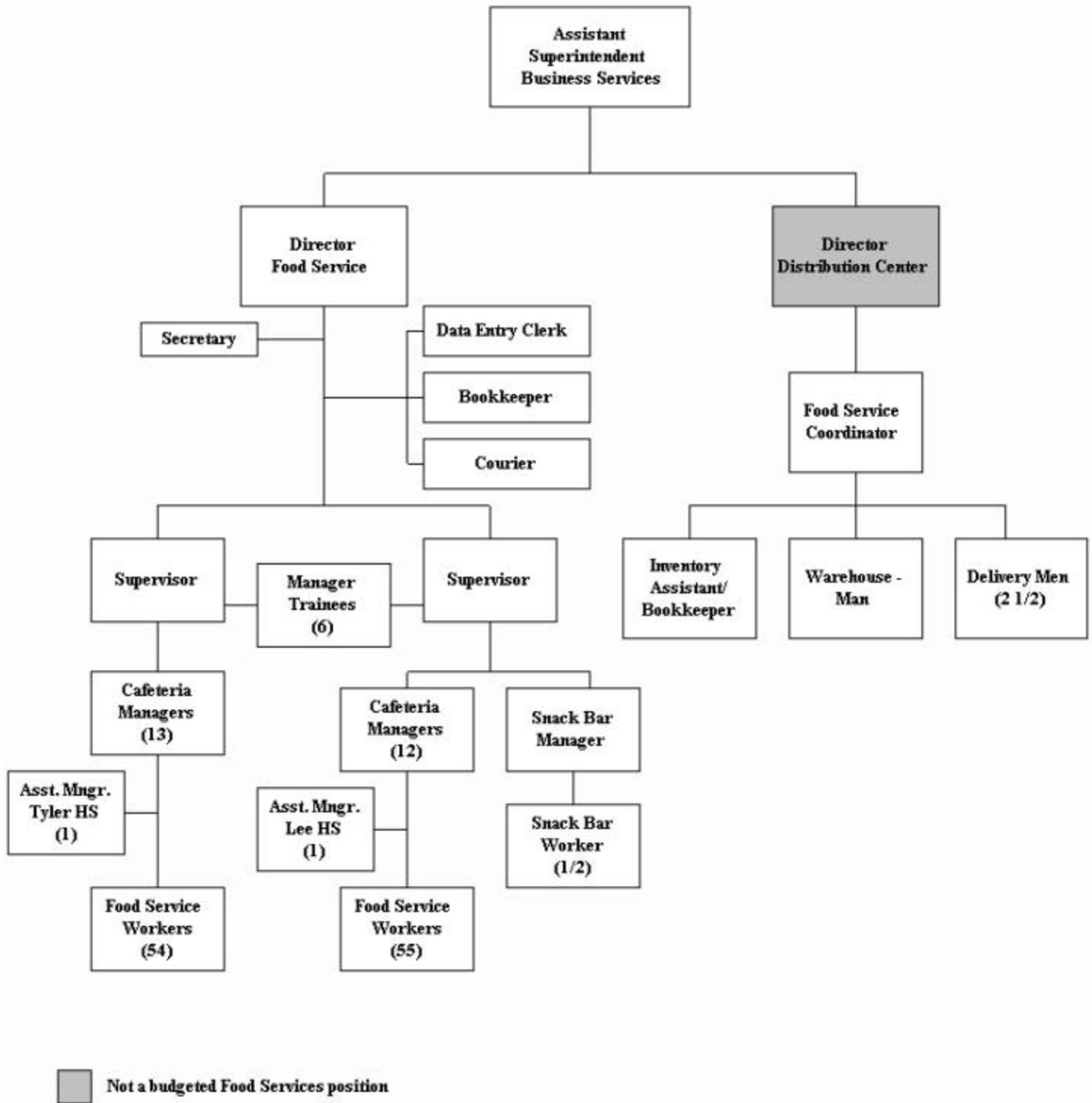
Food Service employs seven administrators, five and one-half employee warehouse workers and 143.5 food production/service workers in the schools.

Each TISD school has a cafeteria manager. The high schools also have an assistant manager because of the larger number of students served. The number of support staff per campus is determined by the number of meals served, lunch schedules and physical facilities at each campus. Historically, the Food Service Department employed parents or persons trained as cooks to operate school cafeterias. **Exhibit 13-3** presents the Food Service Department organizational structure.

#### **Exhibit 13-3**

#### **Food Service Department**

## Organizational Structure



### *Staff Qualifications*

**FINDINGTISD** employs an administrative staff trained in food service management and nutrition to operate the Food Service Department and to ensure compliance with state and federal Child Nutrition

Program regulations. The district's Food Service Director is an American Dietetic Association registered dietitian. To achieve and maintain that status, academic qualifications must be met and 75 hours of continuing education in food service management and nutrition must be taken every five years. **Exhibit 13-4** shows the educational background of TISD's Food Service administrative staff.

**Exhibit 13-4**  
**TISD Food Service Management Staff Qualifications**

<b>Position</b>	<b>Certification</b>	<b>Degree</b>	<b>Major Field</b>
Director	Registered Dietitian, TSFSA* Certification, Licensed Dietitian	Bachelor of Science, Master of Science	Food and Nutrition
Supervisor I	TFSFA* Certification	Bachelor of Science Master of Science	Home Economics Food and Nutrition
Supervisor II	TSFSA* Certification	Bachelor of Science	Home Economics

*Source: TISD - Food Service Department*  
*\*Texas School Food Service Association*

**COMMENDATION**

**TISD's Food Service Department is commended for employing a qualified, well-trained management staff.**

# Chapter 13

## FOOD SERVICE

### FOOD SERVICE OPERATIONS

#### CURRENT SITUATION

The primary function of the Food Service Department is to prepare breakfast and lunch meals for district students. Supervisors develop four-week menus for both elementary and secondary levels to meet federally mandated nutrition standards. Menus are adjusted seasonally to reflect food availability.

Applications for free and reduced-price meals are distributed in the schools. Principals are responsible for ensuring applications are completed and returned to Food Service.

Although cash is accepted at all registers, meal tickets are sold on every campus. Student meal tickets may be purchased daily, weekly or monthly. Students eligible for reduced-price meals pay \$.30 for breakfast and \$.40 for lunch. Students eligible for free meals are issued meal tickets along with students who pay for regularly priced meals. The system of making tickets available to all students is intended to protect the anonymity of those students receiving subsidized meals. The district files reimbursement claims for subsidized meals electronically with the Texas Education Agency (TEA) in Austin. **Exhibit 13-5** presents the district's fiscal 1995-96 reimbursement rates. **Exhibit 13-6** ranks TISD and peer districts in terms of percentage of student enrollment eligible for free and reduced-price meals.

**Exhibit 13-5**  
**TISD Fiscal 1995-96 Meal Reimbursement Rates**  
**(from the Federal Government)**

<b>Meal</b>	<b>Free</b>	<b>Reduced</b>	<b>Paid</b>
Lunch	\$1.83	\$1.44	\$ .19
Breakfast	\$1.02	\$ .72	\$ .22

*Source: TEA's Child Nutrition Program Division*

**Exhibit 13-6**  
**Enrollment Comparison of TISD to Peer District Students**

**Eligible for Free and Reduced-Price Meals  
March 1995**

<b>District</b>	<b>Enrollment</b>	<b>Number Free</b>	<b>% Free</b>	<b>Number Reduced</b>	<b>% Reduced</b>	<b>Total Free &amp; Reduced</b>	<b>% Free &amp; Reduced</b>
Waco	15,256	10,866	71%	1,181	8%	12,047	79%
Bryan	12,579	5,996	48%	738	6%	6,734	54%
Galena Park	16,660	7,928	48%	1,009	13%	8,937	54%
Lufkin	7,937	3,577	45%	497	6%	4,074	51%
Longview	7,994	3,621	45%	339	4%	3,960	50%
Goose Creek	17,727	7,815	44%	843	5%	8,658	49%
Temple	8,435	3,470	41%	628	7%	4,098	49%
<b>Tyler</b>	<b>16,457</b>	<b>6,859</b>	<b>42%</b>	<b>799</b>	<b>5%</b>	<b>7,658</b>	<b>47%</b>
Irving	24,650	9,561	39%	1,886	8%	11,447	46%
Midland	22,067	8,727	40%	1,126	5%	9,853	45%
<b>Avg. w/o TISD</b>	<b>14,812</b>	<b>6,840</b>	<b>47%</b>	<b>916</b>	<b>7%</b>	<b>7,753</b>	<b>53%</b>

*Source: TEA and Peer Districts*

*(Note: The month of March is used for comparative purposes because TEA has determined that participation rates are most stable during this time period.)*

The peer districts closest to TISD in eligibility of student population for free and reduced-price lunches will be used for comparative purposes throughout the chapter.

School districts such as TISD that operate federally funded child nutrition programs at a profit are allowed to accumulate a fund balance equal to three months of operating expenses. Food Service fund balances can only be used to fund Food Service operations. TISD's Food Service program average monthly operating expenses are about \$380,000, therefore the district's fund balance should never exceed \$1.13 million (\$380,000 x 3). But TISD has a fund balance of \$2.16 million. The district noted that this

fund balance resulted from operating efficiencies and postponement of major purchases. The TEA Child Nutrition Program Division has advised TISD's Food Service Director that the fund balance should be reduced to meet program guidelines no later than September 30, 1996.

TEA approved an expenditure plan to reduce TISD's Food Service Department fund balance that would enable the district to improve Food Service operations. The expenditure plan includes provisions for updating Food Service equipment, training Food Service employees and increasing manager salaries.

## **FINDING**

A review of TISD Food Service financial records revealed the district has no cost-allocation system to charge Food Service operations for utilities and custodial services related to Food Service operations. Further, Food Service pays for only a portion of the labor cost related to Food Service operations maintenance (e.g. 1/3 full-time equivalent (FTE) employee for maintenance is charged to the Food Service budget). All other maintenance labor costs related to Food Service were absorbed by Facilities Services, although they could have been charged back to Food Service if an inter-departmental cost-allocation system were in place.

### **Recommendation 107:**

**Develop a cost-allocation system for Food Service enabling the district to recover costs for utilities and custodial and maintenance services resulting from Food Service operations.**

Federal guidelines stipulate what may be paid from Food Service funds. Development of a cost-allocation model will help the Food Service fund balance remain at the desired level and ensure that general revenues are not spent to supplement an already profitable operation.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The directors of Food Service and Budget and Accounting should determine the eligible costs for utilities, custodial and maintenance costs used for Food Service operations.	May 1996
2.	The directors of Food Service and Budget and Accounting should develop formal procedures for allocating eligible utilities and custodial and maintenance costs (overhead allocation) to Food Service.	June 1996
3.	The director of Budget and Accounting should implement the Food Service overhead cost-allocation model on a monthly	July - August 1996 and

basis.	ongoing
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## FISCAL IMPACT

All costs related to district utilities, custodial and maintenance services are currently budgeted to and expended from the district's general fund account. Developing and implementing a cost-allocation model for Food Service operations should result in savings to the district's general fund, since Food Service operations are budgeted and accounted for separately. Food Service operations will then be charged for actual use.

The combined total of the district's utility, custodial (salaries only) and maintenance (salaries only) costs for fiscal 1994-95 was \$3,595,172. The fiscal impact to the general fund is estimated at 10 percent of combined utility, custodial and maintenance salary costs.

Recommendation	1996-97	1997-98	1998-99	1999-2000	2000-01
Develop cost-allocation system for food service.	\$359,517	\$359,517	\$359,517	\$359,517	\$359,517

### *Food and Labor Costs*

## FINDING

An industry source, *School Food Service Management*, by Dorothy V. Pannell, recommends as a general rule that prime food service operations costs (i.e., food and labor) be limited to no more than 85 percent of total expenses. This source also recommends, as a general guideline, that food service operations attempt to contain food costs at a level of 40 percent of total expenses and labor costs at a level between 40 to 45 percent of total expenses. The industry source recommends the remaining 15 percent be allocated to operating equipment and maintenance.

A cost comparison for TISD and its peer districts by percentage of total food service expenses, food, labor and operating cost is shown in **Exhibit 13-7**. TISD's food cost as a percentage of total expenses was 53 percent. The average food cost for the peer districts, excluding TISD, totaled 40 percent, the same as recommended by the industry guideline. TISD's food costs as a percentage of total expenses are 13 percent higher than both the peer district average and industry guidelines. TISD Food Service management partially attributes higher food cost to generous portions provided to participants. The district mainly serves fresh and frozen fruits and vegetables and some canned goods. Food Service attempts to control

fresh fruit and vegetable costs by obtaining weekly quotes to secure the best price. Management also indicated that while federal food commodities tended to be more cost effective, bulk-commodity purchasing limited the district's ability to offer menus that were appealing to the majority of students and district employees.

Many school districts say there are no direct savings associated with using bulk food commodities. However, industry guidelines indicate that commodity food purchasing is cost effective.

TISD's labor costs amounted to 46 percent of total food service expenses. Average labor costs for the peer districts totaled 47 percent, slightly higher than TISD. The recommended industry guideline for labor costs as a percentage of total food service expenses is 45 percent, just 1 percent less than TISD. Overall, TISD's food service labor costs are in line with both the average for the peer districts and the recommended guidelines for the industry.

**Exhibit 13-7  
TISD and Peer Districts  
Food, Labor and Operating Cost Comparison  
Fiscal 1994-95**

<b>District</b>	<b>Food Cost %</b>	<b>Commodities Cost %</b>	<b>Adjusted Food Cost %</b>	<b>Labor Cost %</b>	<b>Operating Cost %</b>
<b>Tyler</b>	<b>53%</b>	<b>N/A</b>	<b>53%</b>	<b>46%</b>	<b>1%</b>
Bryan	36%	5%	41%	49%	0%
Goose Creek	39%	6%	45%	46%	13%
Galena Park	40%	N/A	40%	51%	9%
Irving	48%	N/A	48%	42%	0%
Longview	51%	N/A	51%	47%	0%
Lufkin	33%	15%	48%	50%	0%
Midland	32%	18%	50%	52%	16%
Temple	33%	5%	38%	53%	5%
Waco	45%	6%	51%	37%	14%
<b>Average w/o TISD</b>	<b>40%</b>	<b>9%</b>	<b>47%</b>	<b>46%</b>	<b>11%</b>

*Source: Peer district food service directors*

**Recommendation 108:**

**Reduce food costs by 13 percent, bringing costs in line with industry guidelines and the peer district average.**

Recipes and menus should be pre-costed and post-costed using an automated management report summarizing food costs. Pre-costing and post-costing of recipes and menu plans will assist Food Service managers keep food costs in line with desired spending levels.

In addition, other districts that have undergone Comptroller's office management and performance reviews have achieved cost savings through more effective use of bulk commodity purchases. While menu planning using food commodities tends to be more limited in terms of variety, careful planning will allow TISD's Food Service to make effective use of commodity purchases and thus reduce food costs.

Region VII, of which TISD is a member, has no cooperative purchasing arrangements for food service, but Region VIII offers cooperative purchasing arrangements for direct food purchases and commodities that should provide an opportunity to reduce food costs.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	Food Service supervisors should begin costing recipes and menus by computer and develop a system for the warehouse inventory assistant to monitor and update costs. Menus should be redeveloped as needed.	March 1996
2.	The Food Service Director should link the Food Service office computer to the warehouse computer via modem and the inventory assistant should begin using the district's automated menu software to generate market orders.	April - May 1996
3.	The Food Service Director should negotiate a cooperative agreement with Region VIII to make direct food purchases and commodity purchases.	June - August 1996

**FISCAL IMPACT**

The Food Service Department should be able to achieve a 13-percent reduction in food costs by lowering recipe costs, introducing portion controls and revising menu plans that use commodities combined with purchasing cooperative savings. The cost savings calculation is derived as follows: Total food cost - \$2,130,073 x 13% = \$276,909.

<b>Recommendation</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>
Reduce food costs by 13 percent.	\$276,909	\$276,909	\$276,909	\$276,909	\$276,909

*Eligibility for Free and Reduced-Price Meals*

**FINDING**

The Food Service Department uses Micro Applications for Public Schools (MAPS) software to process eligibility applications for free and reduced-price meals at TISD. Based on family income data or information provided by families already approved for food stamps and Aid to Families with Dependent Children (AFDC), the MAPS software determines eligibility of students. The software also generates meal participation approval letters to parents in English and Spanish and tracks students that have been approved for free and reduced-price meals on a monthly basis.

As a service to school districts, TEA provides a direct certification method to determine the eligibility of children for free and reduced price-meal benefits. Each school year, TEA provides all school districts with a list of children who qualify for food stamps and were enrolled in the school district during the prior year. This information is secured through the use of the Public Education Information Management System (PEIMS) data bank and the food stamp office. Children are listed alphabetically according to the school where they were enrolled and are eligible to receive free meals for the current school year without further application. Households whose children are directly certified through use of this list are considered certified as well. By solely relying on the MAPS software to determine eligibility for free and reduced-price meal participation, and not using the direct certification method, TISD could be missing many eligible students.

Further, state compensatory education funds are allocated based on the number of students enrolled in free and reduced-price meal programs; therefore, free and reduced-price meal reimbursements help to reduce the overall cost to TISD. The district loses \$458 per year in compensatory education dollars for each student eligible for free and reduced-price meals, but not enrolled in the program.

**RECOMMENDATION**

**Recommendation 109:**

**In addition to the MAPS software, use the TEA direct certification method of identifying food stamp and AFDC families to determine the eligibility of students in the free and reduced-price meal program.**

TISD's Food Service Department should aggressively identify and qualify all eligible students for its free and reduced-price meal program. Using the direct certification method of qualifying students will ensure that TISD has identified and enrolled all eligible students. The district will benefit from the meal reimbursements and additional compensatory education funds to be received for each free and reduced-price meal participant.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The Director of Food Service should automate the direct certification method and use it along with the MAPS software to determine eligibility of students for free and reduced-price meals.	June - July 1996
2.	The Director of Food Service should obtain the list of all children who qualify for food stamps within the first 30 calendar days of the school year and send written notices to each household certified as eligible for free meal benefits through direct certification.	August 1996
3.	Once the eligibility determination has been made from the direct certification list, the Food Service Director should retain the list as documentation for reimbursement claims.	September 1996

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.

***Meal Participation***

**FINDING**

During on-site visits, the management review team observed and taste-tested food quality and quantity and found them good. Food service menus are planned around simple foods that reflect children's preferences. Portion sizes are generous and plate waste was minimal in the observed cafeterias.

Despite the fact that there appeared to be a good level of districtwide satisfaction with program participation, data supplied by TEA revealed that the district's breakfast participation has shown only a 1 percent increase, while the lunch participation rate has fallen slightly. **Exhibit 13-8** compares TISD breakfast participation with peer districts over a three-year period. **Exhibit 13-9** compares lunch participation over the same time

period. As with TISD, all of the peer districts compared have a closed-campus policy, except for Midland ISD, which allows high school students to eat meals away from the campus. Since TISD has the same closed-campus policy for meal participation as most of the peer districts used in this analysis, meal participation rates should be more in line with the peer districts.

Brownsville ISD increased its breakfast participation rate 600 percent by implementing a "Breakfast-in-a-Bag" program. The program consists of pre-packaged complete meals for ease of serving and handling. The "Breakfast-in a Bag" program is being successfully implemented in Beaumont ISD (a result of the Comptroller's management and performance review). For the past two years, Longview ISD has provided access to its "a la carte" serving line to free and reduced-price breakfast and lunch participants. This program has increased meal participation by 10 percent.

**Exhibit 13-8**  
**Comparison of TISD's Breakfast Participation Rate**  
**with Peer Districts (1993-95)**

<b>Breakfast Participation Rates</b>			
<b>District</b>	<b>March 1993</b>	<b>March 1994</b>	<b>March 1995</b>
<b>Longview</b>	30%	31%	29%
Midland	19%	21%	20%
Goose Creek	19%	21%	22%
<b>Tyler</b>	<b>17%</b>	<b>18%</b>	<b>18%</b>
Irving	16%	16%	18%
<b>Average without TISD</b>	<b>21%</b>	<b>22%</b>	<b>22%</b>

*Source: TEA's Child Nutrition Program Division*

**Exhibit 13-9**  
**Comparison of TISD's Lunch Participation Rate**  
**with Peer Districts (1993-95)**

<b>Lunch Participation Rates</b>			
<b>District</b>	<b>March 1993</b>	<b>March 1994</b>	<b>March 1995</b>
<b>Longview</b>	67%	47%	61%
Midland	57%	57%	56%

<b>Tyler</b>	<b>56%</b>	<b>55%</b>	<b>52%</b>
Irving	54%	55%	59%
Goose Creek	44%	45%	48%
<b>Average without TISD</b>	<b>56%</b>	<b>51%</b>	<b>56%</b>

*Source: TEA's Child Nutrition Program Division*

**Recommendation 110:**

**Increase breakfast and lunch participation.**

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The Food Service Director and staff should prepare and circulate a questionnaire to solicit feedback from students and faculty on the acceptability of lunch and breakfast menus.	April 1996
2.	Based upon responses to the questionnaire, the Food Service Director should assess the menus and make appropriate changes to reflect student and faculty preferences.	May 1996
3.	The Food Service Director should contact TEA for information on other districts with outstanding and/or high participation programs. Thereafter, TISD should contact these districts to determine if any of their approaches would be feasible for increasing TISD participation. If any of their approaches appear feasible for TISD, the director and supervisors should visit those districts to observe their operations.	July 1996
4.	Based upon the research findings, the Food Service Director should formulate a plan to increase participation for both lunch and breakfast. Select six schools for testing two plans, one of which should be a "Breakfast in a Bag" program. The Food Service Director should meet with the principals and teachers of the selected schools to present the plan and work out the logistics of the pilot program.	August 1996
5.	The Food Service Director should begin testing the plans in two schools at each level and monitor results for possible expansion to the entire district.	September 1996

**FISCAL IMPACT**

Based on TISD's fiscal 1994-95 breakfast participation rates and Brownsville ISD's success rate (600 percent increase), TISD should

realize a 60-percent increase in breakfast participation. This increase would yield an annual increase of \$282,210 in federal revenue for free breakfasts.

Based upon TISD's fiscal 1994-95 lunch participation rates and current reimbursement rates, a 5-percent increase would yield an annual increase of \$69,078 in revenue.

<b>Recommendation</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>
Increase Breakfast & Lunch Participation	\$351,288	\$351,288	\$351,288	\$351,288	\$351,288

*Meal Prices*

**FINDING**

TISD meal prices, compared to prices in peer districts, are slightly above average at the high school level and lower than average for middle and elementary schools. Breakfast prices are lower than average at all levels. **Exhibits 13-10** and **13-11** compare TISD's pricing structure with that of peer districts.

**Exhibit 13-10  
Comparison of TISD Breakfast Prices with Peer Districts  
Fiscal 1995-96**

<b>District</b>	<b>High School</b>	<b>Middle School</b>	<b>Elementary School</b>
Midland	\$.75	\$.75	.75
Goose Creek	\$.65	\$.65	.65
Irving	\$.65	\$.65	.55
<b>Tyler</b>	<b>\$.60</b>	<b>\$.60</b>	<b>.40</b>
Longview	\$.50	\$.50	.50
<b>Average w/o TISD</b>	<b>\$.64</b>	<b>\$.64</b>	<b>.61</b>

*Source: Peer District Food Service Directors*

**Exhibit 13-11  
Comparison of TISD Lunch Prices with Peer Districts  
Fiscal 1995-96**

<b>District</b>	<b>High School</b>	<b>Middle School</b>	<b>Elementary School</b>
Irving	\$1.75	\$1.75	\$1.24
Goose Creek	\$1.60	\$1.60	\$1.35
Midland	\$1.50	\$1.50	\$1.40
<b>Tyler</b>	<b>\$1.50</b>	<b>\$1.25</b>	<b>\$.95</b>
Longview	\$1.05	\$1.05	\$1.00
<b>Average w/o TISD</b>	<b>\$1.48</b>	<b>\$1.48</b>	<b>\$1.25</b>

*Source: Peer District Food Service Directors*

## **COMMENDATION**

**TISD is commended for achieving a meal pricing structure in line with or lower than most peer districts.**

### *Special Programs*

## **FINDING**

Nine elementary and secondary school cafeterias were observed during the serving periods. Based on observation and discussion with principals, faculty and students, TISD appears to be making efforts to improve its level of service by keeping abreast of trends in school food service.

The national food service merchandising trend is to make food serving areas as similar to fast food operations as possible. The "food court" concept boosts participation in school food service programs. Because TISD schools are old and TISD has no plans to remodel cafeteria seating areas, "food court" options have been offered. At the secondary level, Food Service has worked within the constraints of existing facilities to provide dedicated serving areas for popular menu items. Currently, those areas include a grill (hamburgers/barbecue, etc.), Mexican, Italian, chicken and heart-healthy lines. The "food court" concept has had a positive impact on overall food service operations.

Another special program the district offers includes its "heart-healthy" serving lines. "Heart-healthy" food serving lines offer reduced fat, sugar and salt in district menus. The practice of substituting ground turkey for half the volume of ground beef in recipes has been instituted districtwide. Nutrient content reflecting lowered fat, sugar and salt are printed on menus which are sent home to parents. "Heart-healthy" serving lines have

been implemented at the high schools and have been well received by students and staff.

## **COMMENDATION**

**TISD is commended for its efforts to keep abreast of merchandising trends in school food service and current nutritional thinking.**

### *TEA Audit*

## **FINDING**

In February 1995, TEA conducted a compliance review of TISD's Child Nutrition Program. TEA commended TISD for exceptional food quality and cited Douglas Elementary as exceptional for serving a large number of children from a very limited kitchen facility.

## **COMMENDATION**

**TISD is commended for receiving an exception food quality rating from TEA and having one of its elementary school kitchen's recognized as exceptional.**

### *Automation and Management Reports*

## **FINDING**

Food Service performs most clerical operations manually. Managers compile orders, student meal counts and cash reports manually, which are delivered to the Food Service office by courier. This process is inefficient, partly contributing to a citation for reporting deficiencies in a TEA Audit (February 1995). Audit findings included the following:

- Incomplete food production records were maintained for meals served and claimed for reimbursement. (Dogan Elementary)
- TISD did not maintain labels and/or product analysis sheets to document that only whole grain or enriched bread/bread alternative food items were purchased and used for reimbursable meals. (Lee, John Tyler, Orr, Bell, Douglas and Dogan)

### **Recommendation 111:**

**Fully automate all Food Service management reports.**

Automated management reports would greatly improve the efficiency and effectiveness of Food Service operations. Installation of point-of-sale

terminals at each school would directly link school kitchens to the Food Service office and warehouse, resulting in improved accuracy for food ordering, meal counts and cash management functions.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The Food Service Director and staff should define departmental needs and research systems on the market, possibly using the services of a consultant to create a system that meets departmental needs.	March - June 1996
2.	Before selecting the system, the Food Service Director should work with the Budget and Accounting Department to ensure that the system will be compatible with existing Food Service software.	July 1996
3.	The Food Service Director should prepare a proposal for board approval, and secure approval from TEA so that some of the excess Food Service fund balance can be used to purchase point-of-sale terminals.	August 1996
4.	The Food Service Director should order the system for installation in January 1997.	September 1996
5.	Food Service administrative staff should begin phasing in the system with either point-of-sale terminals, downloading to the Food Service office daily, or kitchen computers linked to the office and warehouse.	January 1997
6.	The Food Service Director should coordinate the phase-in of the system so that it is fully operational.	April 1997

### **FISCAL IMPACT**

Food Service management estimates the cost of an improved system at about \$300,000. More accurate counting of student meals should increase revenue from reimbursements, and managers who are manually compiling reports will be free to perform other duties.

<b>Recommendation</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>
Purchase new software	(\$300,000)	\$0	\$0	\$0	\$0

### **FINDING**

Food Service financial information is not provided in a form readily usable by department management. Most Food Service financial reports are difficult to read, and data in reports often differs from internal

financial records maintained by Food Service. According to Food Service management, the district calculates labor costs on a 12-month basis, rather than a 10-month basis, which would be necessary to give an accurate picture of labor costs for school Food Service programs.

Another indication that financial data is not readily usable is evidenced in the profit and loss statement. Food Service profit-and-loss statements for each campus are manually generated by the Food Service Director. Because this task is time consuming, statements are not generated regularly.

**Recommendation 112:**

**Obtain automated, accurate and timely financial statements.**

The Budget and Accounting Department and the Data Processing Department should work together to provide the Food Service Director with reports that contain necessary information in a format the department can use without hours of manual manipulation.

The development of profit-and-loss statements summarizing financial results from the overall Food Service operations, as well as from each campus, will enable Food Service management to exercise greater control over food and labor costs.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The Food Service Director should work with the Budget and Accounting and Data Processing departments to identify the type and format of information needed to better manage Food Service's financial operations.	March 1996
2.	The Budget and Accounting and Data Processing departments should work together to generate the necessary reports.	April 1996
3.	The Food Service Director should evaluate the reports developed by Budget and Accounting and Data Processing, and make format and content changes as necessary.	July 1996 - August 1996

**FISCAL IMPACT**

Implementation of this recommendation can be achieved using existing resources.

***Training***

**FINDING**

Food Service provides in-service training seven times a year for managers and cooks. Topics vary and include food production skills, sanitation procedures, reporting, ordering procedures, etc. This year, at the request of managers, the department is bringing in professionally-trained chefs to work with personnel on merchandising techniques. All food service personnel are required by law to take the Smith County food handler's sanitation course. According to TISD Food Service Department policies, managers must obtain Texas School Food Service Association (TSFSA) certification. The department pays costs incurred for employees attending the TEA summer workshops. These workshops include 27 courses on topics such as sanitation, cost control, training, food production, marketing, communication, nutrition, etc. Attendance is voluntary. These workshops have been sponsored by TEA since 1951. In 1994, the Food Service department paid for all of its staff to attend the workshops. This year, 20 managers, 10 workers and five administrative staff attended.

### **COMMENDATION**

**TISD is commended for offering a comprehensive training program to cafeteria employees.**

# Chapter 13

## FOOD SERVICE

### FACILITIES

#### CURRENT SITUATION

Generally, kitchen facilities at TISD are old and contain a significant amount of original equipment. Modernization has consisted largely of replacing equipment, rather than making structural changes to kitchens. However, equipment is clean and well-maintained in all the school kitchens.

#### FINDING

Hogg Middle School's kitchen is obsolete. Structural remodeling and additional space would be required to improve this facility. Work space is inadequate and employees must use sink drain boards for food preparation tables. Aisles are narrow and there is no room for work stations. The dry storage area is small and stairs in the storage area are used to store cartons of paper goods. The kitchen facility represents an unsafe situation and a potential liability to TISD.

Present plans are to add walk-in refrigeration. Coolers are slated to be placed within the existing dry storage area, which serves as the manager's office. The dry storage area is already inadequate and the proposed location of the coolers in that space would worsen the situation.

In United ISD in Laredo, a \$4.3 million central food production facility is scheduled to begin operations in November 1996. The staff at this facility will prepare a number of menu items that will be served at district cafeterias. The centralized operations will have cook/chill technology for preparation, storage and distribution of meals. This facility will also serve as a centralized food service warehouse. United ISD estimates annual cost savings in labor and food costs to be \$800,000 per year, making the payback period for construction about five years.

#### **Recommendation 113:**

#### **Investigate the feasibility of constructing a central kitchen.**

TISD should investigate the feasibility of constructing a central food kitchen that could be used by all TISD school kitchens needing renovation. For example, the district has plans to redesign the shop space outside of Gary Elementary to provide room for additional walk-in

refrigeration and cooling units. The centralized food kitchen could be used by Gary Elementary and other TISD school kitchens as the need arises.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The Food Service Director should determine equipment and design specifications for a centralized kitchen for the district.	March 1996
2.	The Food Service Director should work with the assistant superintendent of Business Services to determine (based on existing districtwide kitchen equipment and renovation requirements) if a centralized kitchen would be cost effective.	April 1996
3.	The Food Service director should present a full report of findings and recommendations to the board for approval.	May 1996
4.	If construction of the centralized kitchen is cost-effective, the Food Service Director should obtain approval from TEA to use the excess fund balance to construct a centralized kitchen for the district or to install warming equipment at the school sites.. (The district may also have to obtain an extension on spending down the excess fund balance, since the current date mandated by TEA to spend down the fund balance in September 30, 1996).	June 1996
5.	The asset Supervisor for Business should research financing arrangements. (It is possible that some portion of the construction costs should be made a part of a future bond package.)	July- August 1996
6.	Begin construction.	When financing is arranged.

**FISCAL IMPACT**

Determination of the equipment, overall design and cost-effectiveness of a centralized kitchen for the district to proceed with the feasibility study can be performed by district staff (i.e. the Food Service Director, Food Service administrative staff and the assistant superintendent of Business Service) with existing staff resources.

No long-term estimates are given for the cost of the facility or for savings associated with having a central kitchen since this is dependent on decisions made by the district such as the scope of services to be provided and the like.

**FINDING**

Prime storage space at the front of the warehouse adjacent to the freezer is used for general purpose storage. At the time of the review, a dusty piano was among an assortment of items being stored adjacent to the freezer. More frequently used stock was relegated to the back of the warehouse.

**Recommendation 114:**

**Assess warehouse space and food service space needs and ensure that needs are included in the updated facility master plan.**

Moving the frequently used stock to the front of the warehouse and reassessing space use in general should provide for optimal use of available space and provide better control over facility and stocking decisions.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The Warehouse Director, Food Service Director and the director of Facilities should coordinate the reassessment of space in the warehouse to promote greater efficiency in food stock handling.	August 1996 - December 1996
2.	A comparison of space needs to current inventory should be made annually.	Annually in February and March of each year

**FISCAL IMPACT**

No anticipated fiscal impact is associated with this recommendation, but it is expected that this change will increase operational efficiency by placing more rapidly moving stock closer to the loading dock.

**FINDING**

The Food Service Department office is overcrowded and operates with insufficient space to comfortably accommodate personnel. Food Services offices consist of two 10-foot by 12-foot offices and about half the adjoining corridor space. The director's office is compact but does provide adequate space for private conferences with up to two other people. The second office houses the clerk responsible for maintenance of free and reduced-price meal applications and one of the supervisors. This space contains two full size desks, a computer table, a printer, three lateral files, bookcases and one chair. Aisle space is barely passable. The supervisors have no space available to them for private conferences. Additional food service personnel are stationed in the hall outside these offices and include

the department secretary, the second supervisor and the bookkeeper. Five department files also spill out into the hall. The administration building fax machine is in this area and food service personnel are constantly interrupted from their work to answer inquiries on how to use the fax.

There is insufficient space in the department offices to maintain free and reduced-price meal applications beyond two years. Records containing confidential income data on students are stored in plastic-wrapped bundles on the top shelf of the food service section of the warehouse, posing a potential security problem.

**Recommendation 115:**

**Evaluate administrative office space needs of the Food Service Department.**

The district should consider allowing the Food Service Department to relocate administrative functions to the athletic warehouse, which is not being used to capacity. Relocating Food Service administrative functions to the athletic warehouse should improve the department's operational efficiency since the food purchases are already warehoused there and some Food Service workers (i.e., Food Service warehouse staff) are already assigned there.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	TISD should locate a larger block of space within the administration building or warehouse for the Food Service office.	April 1996
2.	TISD should move the Food Service Department office.	July 1996

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.

# Chapter 14

## SAFETY AND SECURITY

- A. Discipline Policies and Practices
- B. Security
- C. Safety

### BACKGROUND

The mission of the school safety and security programs is to protect the people and property of TISD and to provide a safe and secure learning environment. Public opinion surveys conducted as part of the management review showed that districtwide discipline and security is significant to the entire community. To achieve discipline and security, the district rewards good behavior and offers deterrents to misconduct. TISD has implemented policies and procedures intended to accomplish its objectives. **Exhibit 14-1** summarizes TISD's response to violations of rules outlined in the district's Student Behavior Policies and Attendance Manual.

**Exhibit 14-1**  
**Summary of TISD Responses to the Most Serious Violations**

Options available to TISD personnel for disciplining students						
Rule Violation/Offense	Notify Tyler Police Dept.	Suspension	Assigned to Special Assignment Class*	Assigned to Alternative Education Program	Expelled	Expelled after second offense
Assaults						
• On another student	X	X	X	X	X	X
• Gang related	X		X	X	X	X
• A weapon involved	X			X	X	
• Aggravated or sexual	X				X	

Sexual Harassment	X	X	X	X	X	
Weapons						
• Possession of a gun	X				X	
• Possession of B.B. gun, pellet gun or toy gun				X		X
• Illegal knife(5 1/2 inches or longer)	X	X	X	X	X	
• A club	X	X	X	X		X
Alcohol and drug use, sale and distribution	X			X	X	X

*TISD Student Behavior Policy and Attendance Manual*

TISD enforces these policies for violations of rules and laws occurring on TISD property or at district events, on TISD transportation and among students going directly to TISD-sponsored events.

Tyler Police Department (TPD) officers patrol high school campuses and are primarily responsible for coordinating security only on those campuses. The district security officer is responsible for districtwide security. Both the police officers and the district security officer are responsible for the routine documentation of campus incidents. Two officers are stationed at high school campuses (one officer at each campus) as part of a joint effort between TISD and TPD called the Liaison Officers Program. In addition, the two high school campuses have full-time security clerks who patrol and monitor parking lots.

The district security officer responds to disruptions on campuses in collaboration with TPD, and records each incident that requires the attention of law enforcement officers using a mobile vehicle fully

equipped with communication equipment, including a cellular phone, short wave radio and pager. The district security officer is assigned to respond to crisis situations at middle schools. Since he is not stationed at any campus site, the security officer responds to security problems as needed at all schools.

Security services at certain district-sponsored extracurricular events are provided by H.J. Control, a local security services company. The district notifies H.J. Control when security services are needed.

TISD also has several other programs designed to prevent crime and disorder. They include drug prevention programs, a boot camp for court-referred students and a crime prevention program. The Crime Stoppers Program is administered through the high schools, but all schools participate. Crime Stoppers offers monetary rewards for information leading to the arrest and conviction of criminals.

# Chapter 14

## SAFETY AND SECURITY

### DISCIPLINE POLICIES AND PRACTICES

#### CURRENT SITUATION

High schools contract with the City of Tyler for an on-site TPD officer. The officer reports to a sergeant in TPD and is only authorized to enforce laws, not district policy. TPD liaison officers attempt to develop a relationship with the students to gain their trust and cooperation. If a criminal or disorderly act occurs, officers are on location to react to the situation quickly. Interviews with school principals and the district security officer revealed that the program has had a positive effect on the level of order and security.

TISD also has instituted a zero-tolerance policy that punishes students for repeated rule violations. The policy is intended to send a strong message to students that the district is serious about maintaining order on its campuses.

#### FINDING

According to the terms of its contract, TISD pays the City of Tyler \$78,147 annually for two TPD officers at each high school campus. TISD pays the city \$8,683 in monthly installments for nine months of the school year. TISD and the City of Tyler use a formula to calculate the prorated amount of reimbursement based on an assumption that 87 percent of the officer's annual working time is spent providing law enforcement services to the district. The district pays the annual cost of employing the officers, which is \$89,824 (including fringe benefits) multiplied by 87 percent. The officers are working nine months of the year or 75 percent of the time.

#### **Recommendation 116:**

**Adjust the assumption of the TPD contract with TISD to more accurately reflect the actual time that two TPD liaison officers spend on TISD campuses.**

When the current contract between TISD and the City of Tyler expires, the district should adjust the reimbursement formula to 75 percent (9 months of the year), which more accurately reflects the time the officers spend serving the district.

#### IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent for Administrative Services should meet with the district's legal counsel and inform him of the district's intent to seek a new agreement with the City of Tyler, at the end of current contract.	March 1996
2.	The district's legal counsel should develop a new proposal including the new formula for reimbursement.	April 1996
3.	The district's legal counsel should submit the new contract proposal to the City of Tyler and meet with the city's attorneys.	May 1996
4.	Upon agreement with the City of Tyler on the new contract terms, both parties should sign the new contract.	June 1996
5.	The district begins reimbursing the City of Tyler based on new contract terms.	September 1996

### **FISCAL IMPACT**

By changing the existing contract when it expires to include a formula that reflects the amount of time the TPD officers in the Liaison Officers Program spend serving the district, the district could save \$10,779 each fiscal year. The City of Tyler's annual cost of employing the officers is  $\$89,824 \times .75 = \$67,368$ , minus payments under the current formula (\$78,167), equaling a savings of \$10,799.

<b>Recommendation</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>
Adjust the TPD contract	\$10,799	\$10,799	\$10,799	\$10,799	\$10,799

### **FINDING**

Middle schools do not have security or law enforcement personnel on their campuses. In public forums, TISD stakeholders expressed concerns about crime and disorder at high schools and several middle schools. The district security guard and/or TPD officers make themselves available at middle schools as needed, although there have been several instances of documented disorder. In fact, disorderly conduct occurs more often at middle schools than at the high schools. Principals and teachers responding to written surveys indicated that safety and security was a problem and a larger staff of trained officers is needed (Appendix D and E).

#### **Recommendation 117:**

**Hire an off-duty local police officer to patrol the middle school campuses using a district vehicle.**

The officer would participate in a security program similar to the one at Lee and Tyler high school campuses. However, the officer patrolling the middle school would be paid directly by the district. Also, a TPD vehicle would not be used because the officer would be off duty. The community will feel more confident having a police officer on foot-patrol at the middle schools. This also will help officers develop a relationship with students at the campus, reduce truancy and curtail habitual rule violations before students attend high school.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The assistant superintendent for Administrative Services should meet with the district security officer and TPD officers participating in the Liaison Officers Program to develop a list of preferred qualities and a job description for an off-duty TPD officer.	March 1996
2.	The assistant superintendent for Administrative Services should meet with the director of the Personnel Department to advertise the position.	April 1996
3.	The director of Personnel should screen applications and forward qualified applicants to the assistant superintendent for Administrative Services.	May 1996
4.	The assistant superintendent for Administrative Services should appoint a panel including the district security officer and middle school principals to interview qualified candidates for the position.	May 1996
5.	The panel should interview qualified candidates.	June 1996
6.	The panel should hire a police officer to patrol the middle school campuses on foot.	
7.	The officer should begin patrolling the campuses in a TISD vehicle.	July 1996

**FISCAL IMPACT**

The district should pay the officer \$10.00 per hour for approximately six hours per day for 180 school days. This would cost the district \$10,800 per year.

<b>Recommendation</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>
Hire an officer to patrol the middle schools.	(\$10,800)	(\$10,800)	(\$10,800)	(\$10,800)	(\$10,800)

# Chapter 14

## SAFETY AND SECURITY

### SECURITY

#### CURRENT SITUATION

TISD has several programs and policies designed to prevent misconduct and crime. The district board often develops policy initiatives to deal with issues of student discipline, disorder and misconduct. District staff expressed concern about drugs becoming a more serious problem on TISD campuses and in the Tyler community. According to TPD officers, there is a possible correlation between pagers and other remote communication devices and unlawful drug activity. For this reason, the district board adopted a policy that prohibits students from carrying communications devices. It has long been a violation of district policy to carry weapons. This policy of prohibiting weapons is standard among TISD peer districts.

#### FINDING

The TISD security office has an inventory of small electronic devices and weapons stored in the office file cabinets and desk drawers with no formal process or timeline for disposal. This is due to TISD's formal policy that specifically prohibits students from possessing and carrying weapons, beepers and cellular telephones. Confiscated items not claimed within 60 days after the end of the school year become the property of TISD. However, there are no formal policies on procedures in place for the disposal of these items. Administrators indicated that some items were sold, while others were donated to charitable organizations. Without an approved procedure, the district may be at risk of criticism for their discretionary disposal practices.

The school district strongly enforces this policy of confiscating weapons and communication devices with the help of teachers, principals and law enforcement officers. Consequently, the security office impounds hundreds of these items annually from school offices after these devices have been confiscated by campus administrators. The district has a policy that allows students to claim these items at the end of the semester for a \$15 administrative fee. However, many students do not pick up the confiscated items.

#### **Recommendation 118:**

**Develop procedures for disposing of unclaimed weapons and communication devices previously confiscated.**

The district should develop procedures for disposing of unclaimed weapons and communication devices along with a specific timeline for disposing the devices. The district also should explore options for selling confiscated items at local auctions or to local retailers, or giving them to charity after a period of time.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The district security officer and the two TPD officers in the Liaison Officers Program should meet with the assistant superintendent for Administrative Services to develop procedures for disposing of confiscated items.	March 1996
2.	The assistant superintendent for Administrative Services should meet with the district security officer and high school principals to determine the appropriate procedures for disposing of unclaimed property. The assistant superintendent for Administrative Services should develop written procedures including a timeline for disposal of items confiscated from TISD students that have not been claimed.	April 1996

### **FISCAL IMPACT**

No cost is associated with implementation of this recommendation.

### **FINDING**

Currently, Tyler ISD relies on H.J. Control, a local security services company, to provide security services for the district at various district-sponsored events. The district notifies H.J. Control on a weekly basis and submits a written request to the company for services (oral requests are made in emergency situations). Although an oral agreement exists between the district and H.J. Control, no written agreement exists, thereby exposing TISD to certain liability risks that could be avoided with a written contract. Last year, the district spent \$24,222 on security services with H.J. Control. As a result, the district was not required to competitively bid the contract.

### **Recommendation 119:**

**Develop and execute a formal written contract between H.J. Control and the district outlining types of security services the company will provide at district-sponsored events.**

This agreement will formalize the existing relationship and legally detail the obligations and responsibilities of H.J. Control and TISD.

## IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent for Administrative Services and district security officer should meet with the district lawyers to discuss details of a contract between the district and H.J. Control.	March 1996
2.	TISD attorneys should meet with a legally authorized representative of H.J. Control.	April 1996
3.	TISD attorneys should develop a written agreement between the district and H.J. Control that documents the terms discussed in meeting with representatives of H.J. Control.	May 1996
4.	TISD attorneys should sign a written agreement with H.J. Control that details the legal obligations of both parties.	June 1996

## FISCAL IMPACT

No cost is associated with implementing this recommendation.

## FINDING

The district does not have a written policy outlining restrictions on the replication and distribution of keys that provide access to district property. Apparently, some administrators and maintenance staff replicate keys on a discretionary basis. This practice could create serious security problems as the number of duplicate keys increases. This could also result in unnecessary time and costs from changing door locks in the district.

### **Recommendation 120:**

**Develop and document a policy that designates personnel responsible for making original and duplicate keys, as well as individuals who should be assigned keys.**

The district should allow only designated personnel to have access to specified district facilities. The policy also should provide details regarding how the master keys should be secured, as well as where the actual key machine should be located and secured.

## IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The directors of Property Services and the assistant superintendent for Administrative Services should meet to determine the policy for replication and distribution of keys for district property.	March 1996
2.	The assistant superintendent for Administrative Services should	April

	submit the key policy to the board for approval.	1996
3.	Upon approval by the board, the policy should be implemented to control access to TISD property.	May 1996

**FISCAL IMPACT**

No cost is associated with implementing this recommendation.

# Chapter 14

## SAFETY AND SECURITY

### SAFETY

#### CURRENT SITUATION

TISD administration is responsible for maintaining district fire alarms, smoke detectors and fire extinguishers at all facilities. TISD has documented the inventory of all portable fire extinguishers for all of the schools along with the corresponding maps for locations of these extinguishers. TISD has fire alarms at all of its schools and facilities with the exception of the Special Services Annex.

#### FINDING

Fire alarms at TISD campuses have been red-tagged by the city fire inspector because they do not work properly (**Exhibit 14-2**). Of the district's 27 schools 16 need fire alarm repairs. While Facilities Services is aware of the problem and is attempting to address it in their adjusted five-year facility plan for this year, the deadline for completion has been set for August 1996. This deadline leaves the district open for liability if a fire were to occur, resulting in property damage and the possible loss of life.

**Exhibit 14-2**  
**TISD Campuses with Existing**  
**Fire Alarms Needing Repairs**

School	Budget Figures
Austin	\$ 1,785
Birdwell	\$ 3,240
Bonner	\$ 4,350
Dixie	\$ 4,320
Douglas	\$ 5,070
Gary	\$ 1,530
Griffin	\$ 4,630
Jones	\$ 2,000
Orr	\$ 2,440
Ramey	\$ 800

Rice	\$ 8,705
Owens	\$ 1,500
Hogg Middle	\$ 2,080
Hubbard Middle	\$ 4,000
Lee High School	\$ 5,000
Tyler High School	\$70,000
<b>Total</b>	<b>\$141,450</b>

Source: TISD Facilities Services data

**Recommendation 121:**

**Immediately assign a craftsman to repair and replace fire alarms on TISD campuses.**

By implementing this recommendation the district could avoid tragedy at any of the schools and help protect district property.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Facilities Services should assign a craftsman to perform the needed repairs or replacements of the fire alarms.	March 1996
2.	The craftsman should complete all fire alarm repairs and installations.	April 1996- May 1996

**FISCAL IMPACT**

<b>Recommendation</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>
Replace non-functioning fire alarms	(\$141,450)	(\$0)	(\$0)	(\$0)	(\$0)

**FINDING**

The Special Services Annex has no fire alarms or smoke detectors and is not in compliance with state fire code standards. The Special Services Annex is a small site consisting of approximately 1,200 square feet. The annex directly serves about 199 emotionally disturbed students annually as an alternative to expulsion from school. The district established this program to provide tutorial services and counseling to troubled students to

prepare them to re-enter regular classes or seek a GED. The average daily attendance in the annex is about 11 students, with a peak of about 23 students.

**Recommendation 122:**

**Bring the Special Services Annex up to state fire code standards.**

The district should install a fire alarm and an additional fire extinguisher at the Special Services Annex. The district should consult and collaborate with the local Fire Department to ensure that these improvements will make the facility meet state fire code standards.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1.	The director of Maintenance and Facilities should meet with local Fire Department officials to properly determine the needs of the Special Services Annex.	March 1996
2.	The maintenance director should assign a craftsman to install the needed alarms and fire extinguisher.	April 1996
3.	The craftsman should install equipment and complete all needed repairs and installations.	June 1996

**FISCAL IMPACT**

<b>Recommendation</b>	<b>1996-97</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>
Install a fire alarm and fire extinguisher at the Special Services Annex	(\$300)	\$0	\$0	\$0	\$0

# Chapter 15

## SUMMARY OF POTENTIAL COSTS AND SAVINGS

Based on interviews, surveys, documents and community input, the Comptroller's review team developed 122 recommendations for this report.

The team identified total savings of more than \$21 million that could be realized by TISD over the next five years (school years 1996-97 to 2000-01) if the recommendations are implemented. *No dollar costs or savings are shown during 1995-96, because most recommendations would not have a full fiscal effect until 1996-97.* The recommendations include one-time investment opportunities of \$586,990 in fiscal 1997 and total investment opportunities of \$1,634,242 over the next five years. Cumulative net savings (savings less recommended investments) from all recommendations could reach nearly \$19.8 million by fiscal 2001.

Savings during fiscal 1997, the first full year of implementation, are expected to reach \$3.1 million, or 7.3 percent of TISD's administrative budget (total budget minus instructional costs such as teacher salaries and classroom supplies), or 4.6 percent of TISD's total annual operating budget.

As shown below, and in detail in **Exhibit 15-2**, full implementation of the recommendations in this report could produce net savings of nearly \$2.9 million in the next year. TISD could achieve total net savings of almost \$19.8 million by the 2000-01 school year if all recommendations are implemented.

**Exhibit 15-1**  
**Summary of Net Savings**

Year Savings Begin	Total
1996-1997 Initial Annual Net Savings	\$2,892,297
1997-1998 Annual Net Savings	\$3,869,137
1998-1999 Annual Net Savings	\$4,530,347
1999-2000 Annual Net Savings	\$4,538,051
2000-2001 Annual Net Savings	\$4,530,347
One Time (Costs) Savings	(\$586,990)
<b>TOTAL SAVINGS PROJECTED FOR 1996-2001</b>	<b>\$19,773,189</b>

Implementation strategies, timelines and fiscal impacts follow each recommendation in this report. The implementation section associated with each recommendation spells out specific actions. Some of these should be implemented immediately, some over the next year or two and others over several years.

The Comptroller recommends that the TISD board ask district administrators to give each of these recommendations their most serious consideration, develop a plan to proceed with their implementation and a system to monitor subsequent progress.

**EXHIBIT 15-2**  
**SUMMARY OF POTENTIAL SAVINGS AND COSTS IN TISD**

		Annual (Costs) or Savings/Revenue					Total 5-year	One -Time
		1996-1997	1997-1998	1998-1999	1999-2000	2000-2001	(Costs) or Savings	(Costs) or Savings
<b>Chapter 3: District Organization and Management</b>								
<b>1</b>	Provide Training to Board Members (p.47)	(\$23,500)	(\$23,500)	(\$23,500)	(\$23,500)	(\$23,500)	(\$117,500)	
<b>10</b>	Hire In-house attorney (p.66)	\$52,000	\$55,000	\$55,000	\$55,000	\$55,000	\$272,000	
<b>14</b>	Allocated Campus Administrators Based on Enrollment (p.78)	\$389,430	\$389,430	\$389,430	\$389,430	\$389,430	\$1,947,150	
<b>15</b>	Provide SBDM Training (p.80)	(\$8,460)	(\$8,460)	(\$8,460)	(\$8,460)	(\$8,460)	(\$42,300)	
<b>Chapter 4: Educational Service Delivery</b>								
<b>21</b>	Establish Uniform Instruction Time at Secondary Level (p.99)	\$528,090	\$1,056,180	\$1,584,270	\$1,584,270	\$1,584,270	\$6,337,080	
<b>23</b>	Implement PPIMS in 9th and 10th grades (p.107)	(\$5,000)	(\$5,000)	(\$5,000)	(\$5,000)	(\$5,000)	(\$25,000)	
<b>25</b>	Maximize Medicaid Reimbursement (p.112)	\$50,201	\$50,201	\$50,201	\$50,201	\$50,201	\$251,005	(\$10,040)
<b>29</b>	Consolidate Adult Evening Schools (p. 129)	\$7,907	\$7,907	\$7,907	\$7,907	\$7,907	\$39,535	
<b>30</b>	Consolidate Three Instructional Director Positions (p.133)	\$92,082	\$92,082	\$92,082	\$92,082	\$92,082	\$460,410	
<b>32</b>	Develop Uniform Teaching Workloads for Coaches (p.137)	\$176,030	\$352,060	\$492,884	\$492,884	\$492,884	\$2,006,742	

<b>Chapter 5: Community Involvement</b>								
37	Distribute a Monthly Newsletter (p.150)	(\$12,000)	(\$12,000)	(\$12,000)	(\$12,000)	(\$12,000)	(\$60,000)	
<b>Chapter 6: Personnel Management</b>								
	None							
<b>Chapter 7: Asset and Risk Management</b>								
51	Consolidate Operating Accounts (p.194)	\$15,000	\$15,000	\$15,000	\$15,000	\$15,000	\$75,000	
52	Obtain ZBA Feature (p.196)	\$109,824	\$109,824	\$109,824	\$109,824	\$109,824	\$549,120	
53	Obtain On-line View (p. 197)	(\$5,900)	(\$2,400)	(\$2,400)	(\$2,400)	(\$2,400)	(\$15,500)	
55	Track Workers' Compensation Claims (p. 208)	\$39,700	\$39,700	\$39,700	\$39,700	\$39,700	\$198,500	
57	Conduct Fixed Asset inventory (p.214)	\$0	\$0	\$0	\$0	\$0	\$0	(\$35,000)
<b>Chapter 8: Financial Management</b>								
66	Hire an Internal Auditor (p.242)	(\$32,754)	(\$32,754)	(\$32,754)	(\$32,754)	(\$32,754)	(\$163,770)	
<b>Chapter 9: Information Services</b>								
67	Hire a System Applications Trainer (p.251)	(\$29,558)	(\$29,558)	(\$29,558)	(\$29,558)	(\$29,558)	(\$147,790)	
70	Purchase Wide-Area Network (p.256)	\$0	\$0	\$0	\$0	\$0	\$0	(\$30,000)
74	Apply for Technology Grants (p.270)	\$125,000	\$250,000	\$250,000	\$250,000	\$250,000	\$1,125,000	
<b>Chapter 10: Purchasing and Warehouse Services</b>								
80	Use Automated System to Requisition Goods from Warehouse (p.287)	\$0	\$20,443	\$20,443	\$20,443	\$20,443	\$81,772	

<b>81</b>	Relocate Athletic Warehouse within the Distribution Center (p.288)	\$0	\$0	\$0	\$0	\$0	\$0	(\$7,500)
<b>84</b>	Consolidate Purchasing, Distribution Center and Athletics Warehouse (p.292)	\$86,557	\$86,557	\$86,557	\$86,557	\$86,557	\$432,785	

**Chapter 11: Facilities Use and Management**

<b>87</b>	Assess District's Space Needs (p.312)	\$0	\$0	\$0	\$0	\$0	\$0	(\$700)
<b>89</b>	Re-evaluate the use of TISD Facilities (p.322)	\$10,000	\$10,000	\$10,000	\$10,000	\$10,000	\$50,000	
<b>92</b>	Eliminate custodial foreman position (p.328)	\$28,798	\$28,798	\$28,798	\$28,798	\$28,798	\$143,990	
<b>93</b>	Allocate Custodians Based on Square Footage (p.330)	\$275,652	\$275,652	\$275,652	\$275,652	\$275,652	\$1,378,260	
<b>94</b>	Designate Night Lead Custodians (p.331)	(\$42,825)	(\$42,825)	(\$42,825)	(\$42,825)	(\$42,825)	(\$214,125)	
<b>95</b>	Reissue Keys and Rekey Locks Every Two Years (p.332)	(\$7,704)	\$0	(\$7,704)	\$0	(\$7,704)	(\$23,112)	
<b>98</b>	Purchase Facilities Maintenance System (p.339)	(\$13,920)	(\$1,560)	(\$1,560)	(\$1,560)	(\$1,560)	(\$20,160)	
<b>99</b>	Reorganize Paint Crews (p.343)	\$55,692	\$55,692	\$55,692	\$55,692	\$55,692	\$278,460	

**Chapter 12: Transportation**

<b>102</b>	Evaluate and Redesign Bus Routes (p.360)	\$77,041	\$77,041	\$77,041	\$77,041	\$77,041	\$385,205	
<b>103</b>	Purchase a Routing and Scheduling System (p.366)	\$0	\$100,713	\$100,713	\$100,713	\$100,713	\$402,852	(\$50,000)

<b>104</b>	Purchase fleet maintenance software (p.369)	\$0	\$0	\$0	\$0	\$0	\$0	(\$12,000)	
<b>105</b>	Provide Discipline Training for Bus Drivers (p.370)	(\$3,400)	(\$3,400)	(\$3,400)	(\$3,400)	(\$3,400)	(\$17,000)		
<b>106</b>	Hire Permanent Substitutes (p.373)	(\$29,399)	(\$29,399)	(\$29,399)	(\$29,399)	(\$29,399)	(\$146,995)		
<b>Chapter 13: Food Service</b>									
<b>107</b>	Develop Cost Allocation System for Food Services (p.382)	\$359,517	\$359,517	\$359,517	\$359,517	\$359,517	\$1,797,585		
<b>108</b>	Reduce Food Costs (p.384)	\$276,909	\$276,909	\$276,909	\$276,909	\$276,909	\$1,384,545		
<b>110</b>	Increase Participation Rates (p.388)	\$351,288	\$351,288	\$351,288	\$351,288	\$351,288	\$1,756,440		
<b>111</b>	Purchase New Food Service Software (p.392)	\$0	\$0	\$0	\$0	\$0	\$0	(\$300,000)	
<b>Chapter 14: Safety and Security</b>									
<b>116</b>	Adjust the TPD Contract (p.403)	\$10,799	\$10,799	\$10,799	\$10,799	\$10,799	\$53,995		
<b>117</b>	Hire Officer to Patrol Middle Schools (p.404)	(\$10,800)	(\$10,800)	(\$10,800)	(\$10,800)	(\$10,800)	(\$54,000)		
<b>121</b>	Replace Non-functioning Fire Alarms (p.409)	\$0	\$0	\$0	\$0	\$0	\$0	(\$141,450)	
<b>122</b>	Install Fire Alarm and Extinguisher at Special Services Annex (p.410)	\$0	\$0	\$0	\$0	\$0	\$0	(\$300)	
		<b>Annual (Costs) or Savings/Revenue</b>							
		<b>1995-1996</b>	<b>1996-1997</b>	<b>1997-1998</b>	<b>1998-1999</b>	<b>1999-2000</b>	<b>Total 5-year (Costs) or Savings</b>	<b>One -Time (Costs) or Savings</b>	
<b>TOTAL SAVINGS</b>		<b>\$3,117,517</b>	<b>\$4,070,793</b>	<b>\$4,739,707</b>	<b>\$4,739,707</b>	<b>\$4,739,707</b>	<b>\$21,407,431</b>		

<b>TOTAL (COSTS)</b>	<b>(\$225,220)</b>	<b>(\$201,656)</b>	<b>(\$209,360)</b>	<b>(\$201,656)</b>	<b>(\$209,360)</b>	<b>(\$1,047,252)</b>	
<b>TOTAL ONE TIME SAVINGS</b>							<b>\$0</b>
<b>TOTAL ONE TIME (COSTS)</b>							<b>(\$586,990)</b>
<b>TOTAL NET SAVINGS</b>	<b>\$2,892,297</b>	<b>\$3,869,137</b>	<b>\$4,530,347</b>	<b>\$4,538,051</b>	<b>\$4,530,347</b>	<b>\$20,360,179</b>	<b>\$19,773,189</b>

# APPENDIX A

## PUBLIC OPINION SURVEY

### METHODOLOGY

The 1995 Tyler Independent School District (TISD) public opinion survey gathered information from a representative sample of residents of the Tyler community on their views and opinions of TISD. Empirical Management Services (EMS) contracted Rincón & Associates (Rincón) to conduct a telephone survey of 400 residents of Tyler between September 30, 1995 and October 7, 1995.

### OBJECTIVES

The public opinion survey was used to determine community perceptions of:

- The quality of education and related changes over time;
- School district administrators, principals, teachers, and school board members;
- The district's operational efficiency;
- The major issues facing the district;
- Profile of community opinions of the school district; and
- Suggestions for improvement.

### Sampling

EMS obtained a random digit sample (RDD) from Scientific Telephone Samples (STS), a professional sampling organization, for telephone exchanges lying within a specific geographic boundary defined by the following zip codes: 75701, 75702, 75703, 75704, 75706, and 75709. These zip codes, identified by district personnel as the best definition of the district boundaries, were used as the sampling frame.

A total of 400 interviews were completed from this sample, which is a proportionate-to-size probability sample of all telephone households in the designated TISD sampling frame. A sample of this size permits inferences to be made at a 95 percent confidence interval with a margin of error of plus or minus five percent. **Exhibit A-1** on the following page presents the actual number of completed interviews by race and sex, the unweighted percentage distribution, and the weighted percentage distribution.

**Exhibit A-1**  
**Tyler Community Public Opinion Survey Respondents**  
**(Completed Interviews, by Race and Gender)**

<b>Race</b>	<b>Number</b>	<b>Unweighted Percent</b>	<b>Weighted Percent</b>
White	270	68%	68%
African American	87	22%	21%
Hispanic	26	7%	7%

Other	14	3%	4%
<b>Gender</b>			
Male	142	36%	47%
Female	258	64%	53%
<b>TOTAL</b>	<b>400</b>	<b>100%</b>	<b>100%</b>

When compared with the 1990 Census profile for the geographic area, the unweighted percent for race/ethnicity realized by the sample was very close and did not require mathematical weighting (White, 67 percent; African-American, 25 percent; Hispanic, 8 percent). However, the tendency of males to be less cooperative than females on telephone surveys resulted in the lower representation of males (36 percent) and higher representation of females (64 percent) when compared to the 1990 Census proportions (males 47 percent; females 53 percent). Consequently, mathematical weighting was necessary to adjust the sample proportions for sex to the appropriate proportions as defined by the 1990 Census (weighted percent column). If mathematical weighting were not used, the survey results would be overly influenced by female responses.

### **Questionnaire Design**

Except for a few modifications, the TISD questionnaire was modeled after a questionnaire used in other district audits sponsored by the Comptroller's Office. A Spanish-language version also was available for Spanish-speaking respondents. A copy of the TISD questionnaire is provided later in this report.

### **Interviewing Procedures**

Trained bilingual interviewers conducted the telephone interviews between September 30 and October 7, 1995 from the central telephone interviewing center of Rincón & Associates in Dallas, Texas. Weekday interviewing hours were generally from 6:00 p.m. to 9:00 pm and Saturdays from to 3:00 p.m. Each sampled telephone number received up to three callbacks to maximize the response rate and reduce non-response bias. The average interview length was 12 minutes.

### **Data Processing and Analysis**

Rincón & Associates staff edited, coded, and entered into computer readable format all survey data. A frequency distribution of all survey questions was used because a cross-tabulation by race/ethnicity was deemed inappropriate due to the small sample sizes of non-white respondents.

## **PRIMARY RESULTS**

Major issues discussed during the survey included:

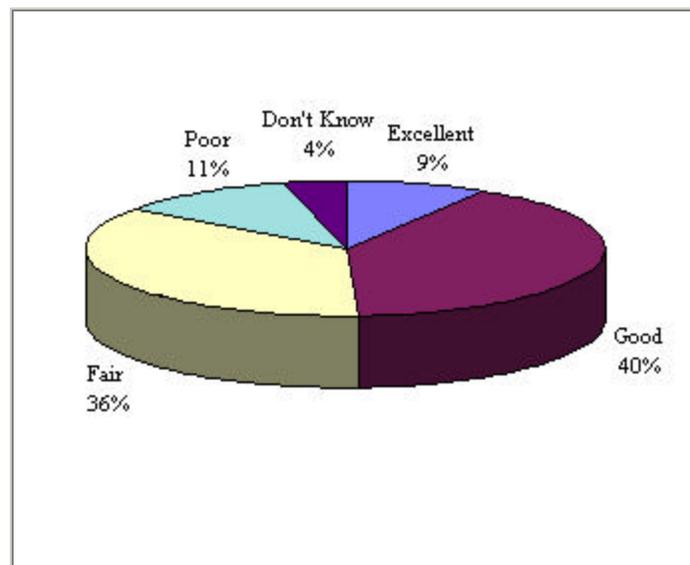
- Residents generally perceived the quality of education in the district positively.

- Community residents generally had positive opinions about the superintendent's management skills.
- Nearly three-quarters of the respondents could not recall the name of a school board member, although the most frequently recalled board members included J. Bruce, Jose Feliciano and Therelee Washington.
- The school board received mostly good to fair ratings for its management of school district affairs and responsiveness to parents and the community.
- Both principals and teachers received positive evaluation in their designated responsibilities with students and parents.
- Community residents thought the district was operating efficiently.
- Parents feel welcome to visit schools, they were proud of the district, there is strong parental participation, community fundraising support, and the administration is involved with the community.
- Overall, residents believe the district lacks materials and supplies for basic skills programs as well as sufficient space to support instruction programs.

### KEY SURVEY ISSUES

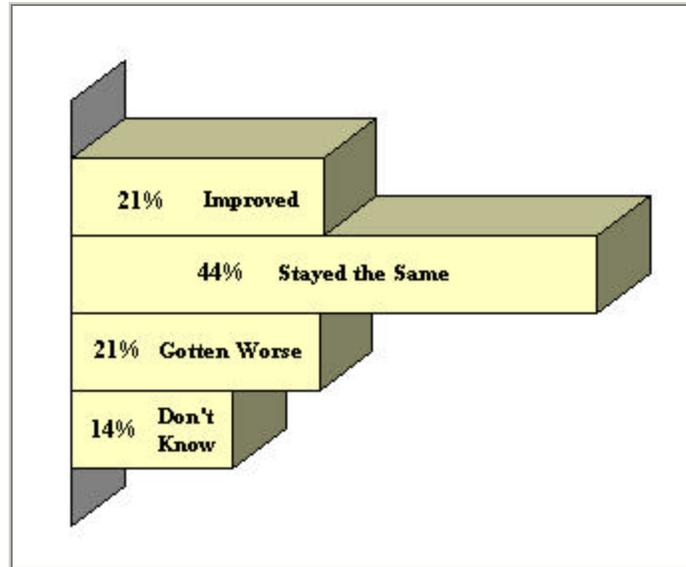
Overall, nearly one in ten (9 percent) respondents thought that the quality of public education in TISD was "excellent"; four in ten (40 percent) thought that it was "good"; more than one-third (36 percent) thought that it was "fair"; and more than one in ten (11 percent) thought that it was "poor". Exhibit A-2 presents survey respondents perceptions of the quality of education in TISD.

**Exhibit A-2**  
**Quality of Education in TISD**



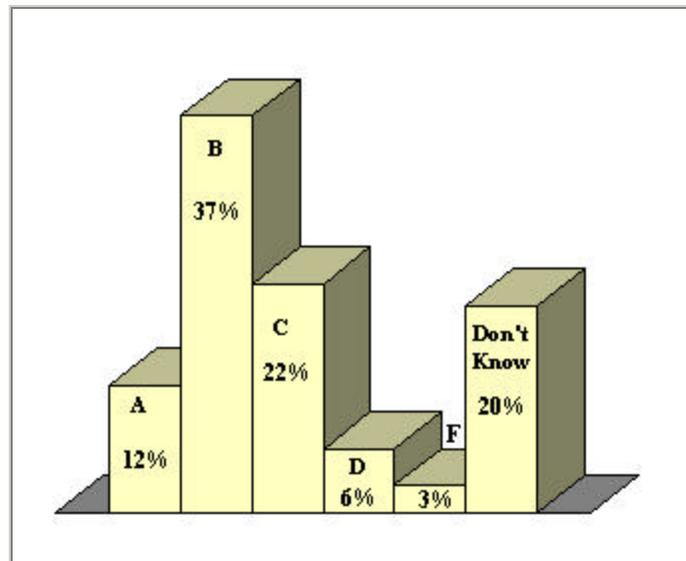
**Exhibit A-3** illustrates residents perceptions of changes made in TISD. Almost half (44 percent) of the respondents believed that the quality of education in TISD over the last three years has stayed about the same, two in ten (21 percent) thought that it has improved, while another two in ten (21 percent) believed that it has gotten worse.

**Exhibit A-3**  
**Perceived Changes in the Quality of Education**  
**Over the Past Three Years**



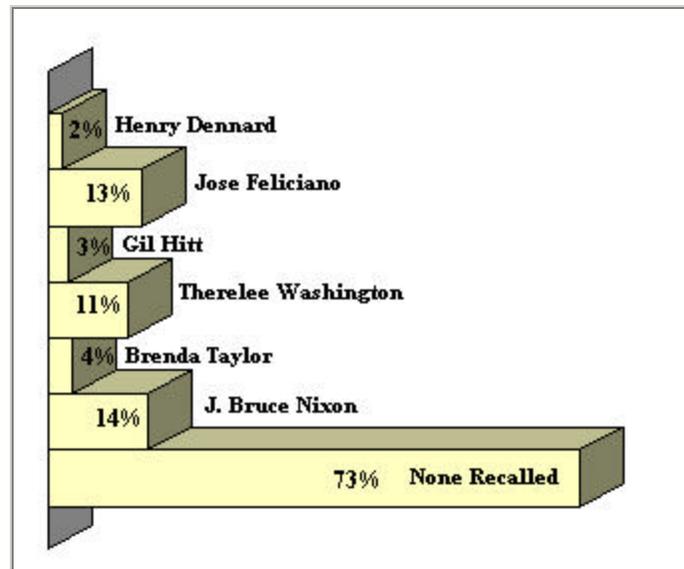
**Exhibit A-4** illustrates how respondents appeared to be generally satisfied with the superintendent's management. Nearly four in ten (37 percent) of the respondents believed that Dr. Hagler's management skills deserved a "B," two in ten (22 percent) thought he deserved a "C," and a smaller proportion (12 percent) thought he merited an "A."

**Exhibit A-4**  
**Superintendent's Management of TISD**



It is noteworthy that more than seven in ten respondents (73 percent) did not recall the name of *any* school board member. J. Bruce Nixon (14 percent), Jose Feliciano (13 percent), and Therelee Washington (11 percent) had the highest recall among respondents, following further behind are Brenda L. Taylor (4 percent), Gil Hitt (3 percent), and Henry Dennard (2 percent). **Exhibit A-5** presents survey respondents recall of TISD school board members.

**Exhibit A-5  
Recall of School Board Members**



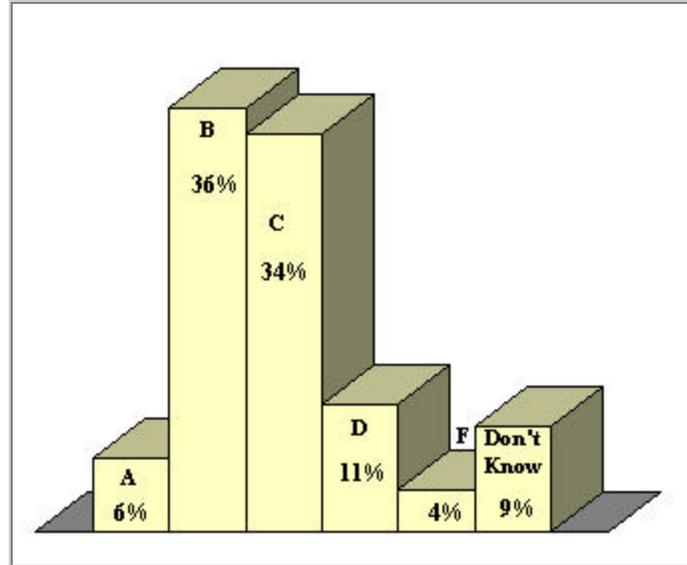
**Exhibit A-6** summarizes individual grades given to school board members by survey respondents.

**Exhibit A-6  
Grades Given to School Board Members**

Board Member	Grade						Total
	A	B	C	D	F	Don't Know	
Jose Feliciano	16%	40%	15%	11%	9%	9%	100%
Henry Dennard	31%	35%	15%	-	-	19%	100%
Gil Hitt	7%	31%	46%	-	8%	8%	100%
J. Bruce Nixon	9%	19%	31%	12%	15%	14%	100%
Brenda Taylor	-	36%	25%	6%	-	33%	100%
Therelee Washington	18%	43%	19%	2%	2%	16%	100%

**Exhibit A-7** summarizes grades given to school board members, overall.

**Exhibit A-7  
Grades Given to School Board Overall**



The proportion of school board members who received a grade of "A" from respondents who recalled their names follows:

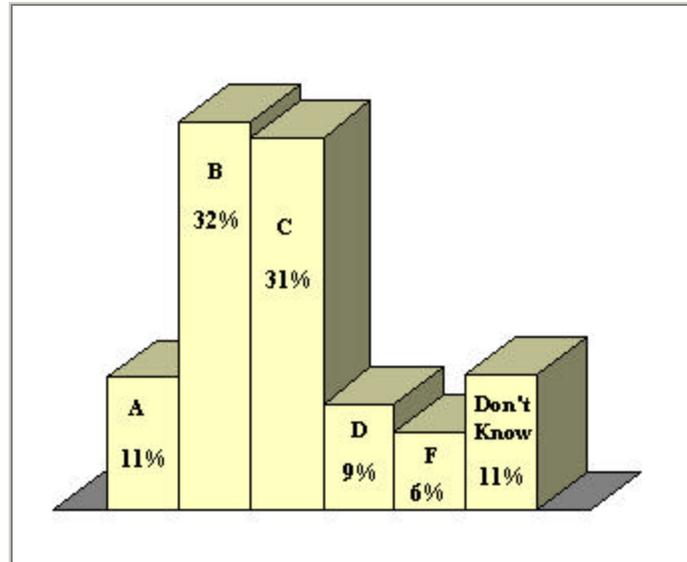
<b>Henry Dennard</b>	<b>31%</b>
Therelee Washington	18%
Jose Feliciano	16%
J. Bruce Nixon	9%
Gil Hitt	7%

The highest proportion of grade "B" was given to Therelee Washington (43 percent) and Jose Feliciano (40 percent). (Not illustrated).

The school board was perceived as doing a good job in the management of school district affairs and responding to parents and the community. In the management of school district affairs, the school board was given an "A" by less than one in ten respondents (6 percent), a "B" by over one-third (36 percent), a "C" by one-third (34 percent), a "D" by one in ten (11 percent), and an "F" by a minority of respondents (4 percent).

**Exhibit A-8** illustrates the grades given for the board's responsiveness to parents, the community followed a similar distribution to the board's management of district affairs: "A", 11 percent; "B," 32 percent; "C," 31 percent; "D," 9 percent; and "F," 6 percent.

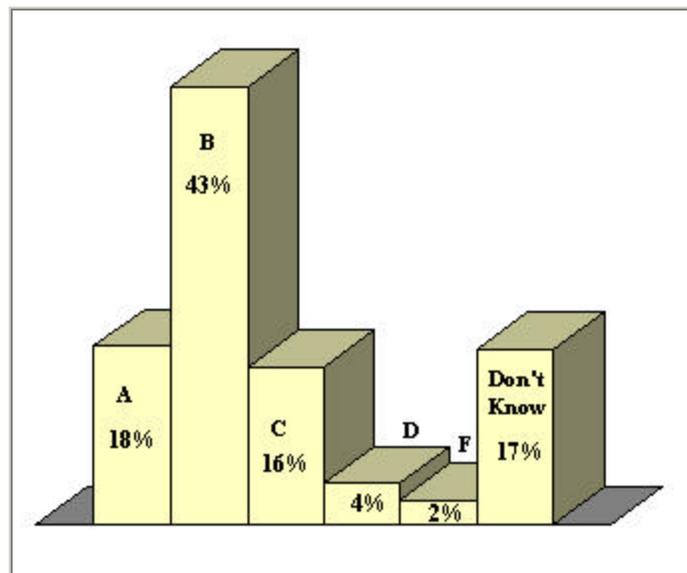
**Exhibit A-8**  
**School Board's Responsiveness to Parents/Community**



Respondents rated more positively the work of school principals in the oversight and supervision of staff. About 18 percent of the respondents gave school principals an "A" grade, more than four in ten (43 percent) gave a "B," 16 percent gave a "C," 4 percent gave a "D," and only 2 percent gave an "F." **Exhibit A-9** presents survey respondents perceptions of principal's administration of teachers.

### Exhibit A-9

#### Principal's Administration of Teachers

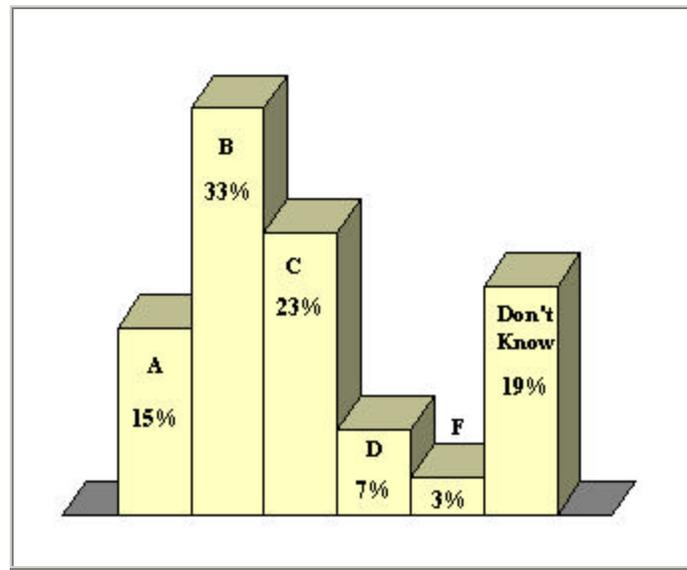


Similarly, respondents rated the principals' interaction with parents positively as shown in **Exhibit A-10**. While 15 percent gave principals an "A," almost one-third (33 percent) gave a "B," 23 percent gave a "C," 7 percent gave a "D," and 3 percent gave an "F."

Teacher interactions with parents was a strong point among respondents. About two in ten (21 percent) respondents gave teachers a grade of "A," 42 percent gave a "B," 18 percent gave a "C," 3 percent gave a "D," and 3 percent gave an "F."

### Exhibit A-10

#### Principal's Interaction with Parents



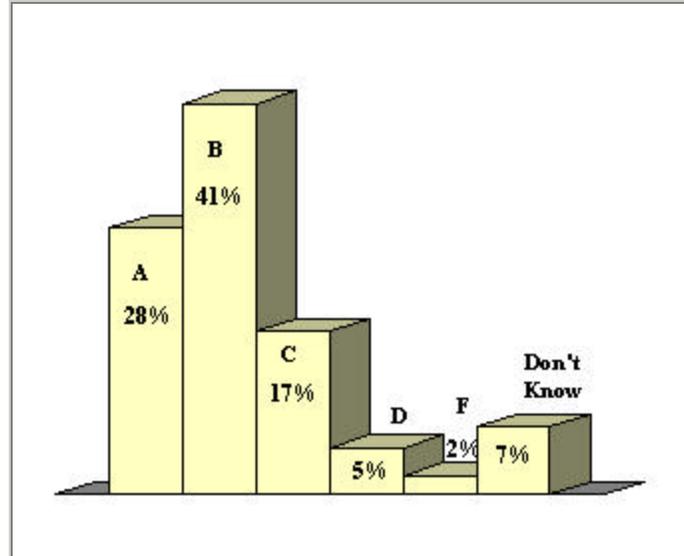
**Exhibits A-11 and A-12** chart respondents' opinions of teachers' abilities to educate and discipline students.

About teachers' ability to educate students, almost three in ten (28 percent) of the respondents gave teachers an "A," 41 percent gave them a "B," 17 percent gave a "C," 5 percent gave a "D," and 2 percent gave an "F."

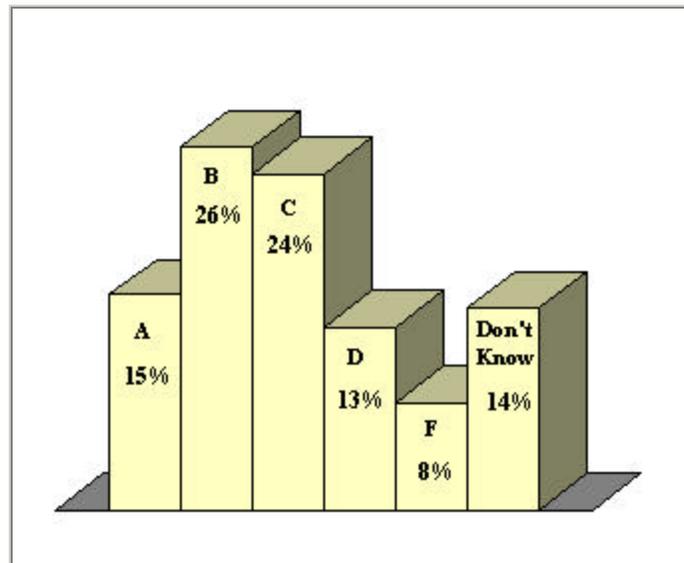
In terms of disciplining students, fewer teachers received a grade of "A" (15 percent), 26 percent received a "B," 24 percent received a "C," 13 percent received a "D," and 8 percent received an "F."

### Exhibit A-11

#### Teachers' Ability to Educate Students

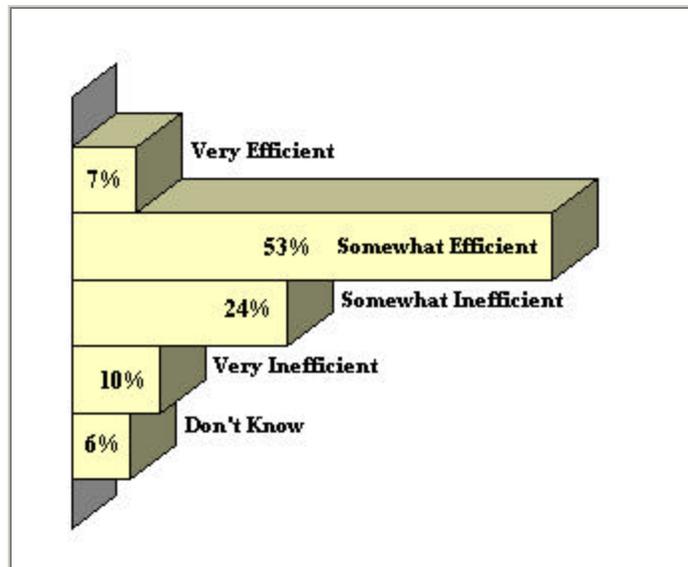


**Exhibit A-12**  
**Teachers' Discipline of Students**



Overall, respondents appeared to have confidence the district is operating efficiently. Over half of the respondents (53 percent) believed that the district was operating "somewhat efficiently," while less than one in ten (7 percent) thought the district was operating "very efficiently." One-third (34 percent), however, believed the district was operating "somewhat" or "very" inefficiently. **Exhibit A-13** presents survey respondents' perception of TISD's operational efficiency.

**Exhibit A-13**  
**Operational Efficiency of the District**



**Exhibit A-14** on the following page presents the responses to all 17 attitudinal statements that solicited information about the school district environment. The "Agree" column represents the proportions of *strongly agree* and *agree* responses, while the "Disagree" column represents the proportions of *strongly disagree* and *disagree* responses.

The statements that revealed the **highest level of agreement** among respondents were:

- Parents feel welcome in school activities and organizations (62 percent);
- The district schools can be described as "*good places to learn*" (70 percent);
- The community is proud of public education in this district (63 percent);
- Parents participate in school activities and organizations (62 percent);
- The superintendent and staff do a good job of involving the community in school activities (60 percent);
- The community has been supportive of fund raising such as "bond referendums" (60 percent).

The statements that revealed the **highest level of disagreement** among respondents were:

- Schools in this district are safe and secure from crime (73 percent);
- Schools lack materials and supplies necessary for basic skills programs (53 percent);
- Schools have sufficient space and facilities to support instructional programs (44 percent).

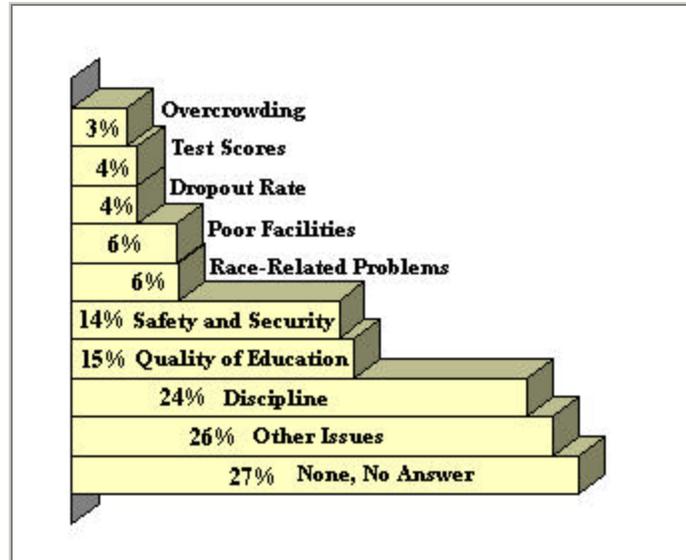
**Exhibit A-14  
Perceptions of TISD**

<b>Statement</b>	<b>Agree</b>	<b>Disagree</b>	<b>Don't Know</b>	<b>Total</b>
The community is proud of public education in this district.	63%	33%	4%	100%
Schools in the district are safe and secure from crime.	24%	73%	3%	100%
District schools do not effectively handle discipline problems.	52%	38%	10%	100%
District issues are reported fairly to the public by the media.	51%	38%	11%	100%
Schools have sufficient space/facilities to support instructional programs.	46%	44%	10%	100%
The level of school bus service provided to Tyler students meets expectations.	57%	18%	25%	100%
District schools can be described as good places to learn.	70%	24%	6%	100%
Schools lack materials/supplies necessary for basic skills programs.	34%	53%	13%	100%
Management/policy decisions in the district are racially motivated.	45%	40%	15%	100%
District does a good job preparing students going to college.	59%	31%	10%	100%
District does a good job preparing students not going to college.	36%	45%	19%	100%
District does good job working with students with special learning needs.	61%	19%	20%	100%
Parents do not feel their input is considered by District administration/personnel.	51%	33%	16%	100%
Parents feel welcome when they visit a district school.	76%	13%	11%	100%
Parents participate in school activities and organizations.	62%	25%	13%	100%
Superintendent/staff do a good job involving the community in school activities.	60%	27%	13%	100%
The community is supportive of fundraising, such as bond referendums.	60%	25%	15%	100%

Major issues facing the district are presented in **Exhibit A-15**. The major issues identified by respondents included discipline (24 percent), quality of education (15 percent), and school safety/security (14 percent).

Other lesser mentioned issues included race-related problems (6 percent), condition of facilities (6 percent), the dropout rate (4 percent), test scores (4 percent), and overcrowding (3 percent).

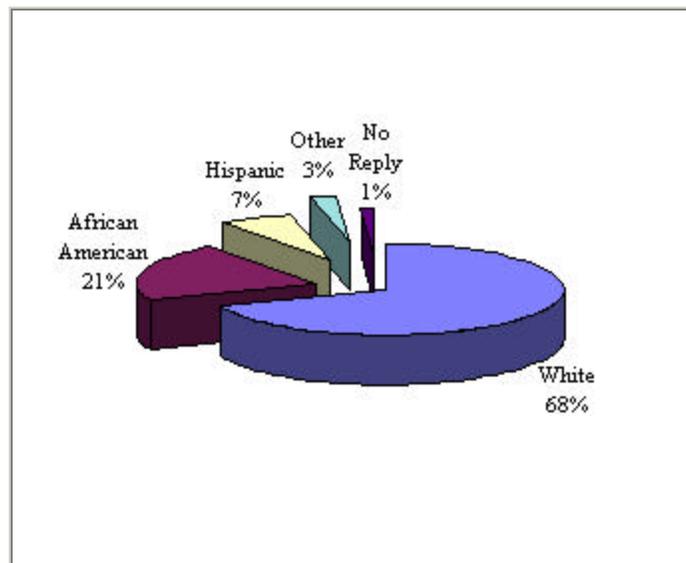
**Exhibit A-15  
Major Issues Facing TISD this Year**



### Demographic Characteristics

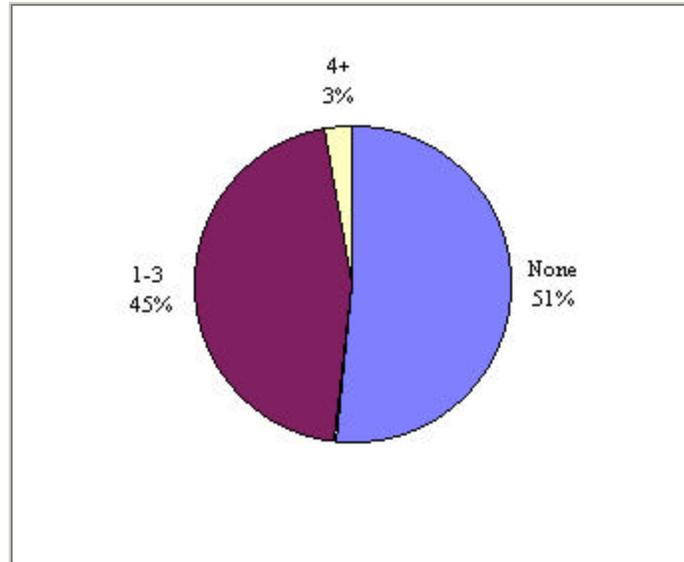
The racial/ethnic characteristics of the sample reflected the district's sampling area 1990 makeup: White (68 percent), African-American (21 percent), Hispanic (7 percent) and Other (3 percent). **Exhibit A-16** presents the ethnic breakdown of the survey respondents.

**Exhibit A-16**  
**Ethnic Breakdown of Respondents**



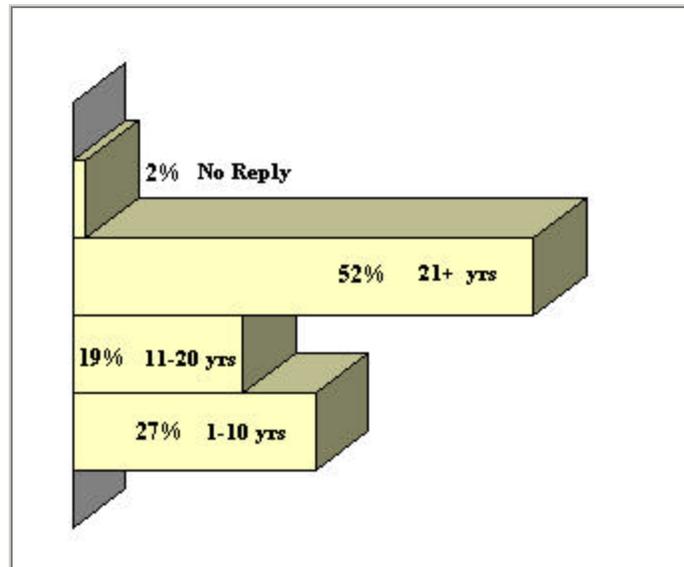
About half (51 percent) of the respondents had no children under 18 years living in their household, as shown in **Exhibit A-17**.

**Exhibit A-17**  
**Children Under 18 Years In Household**



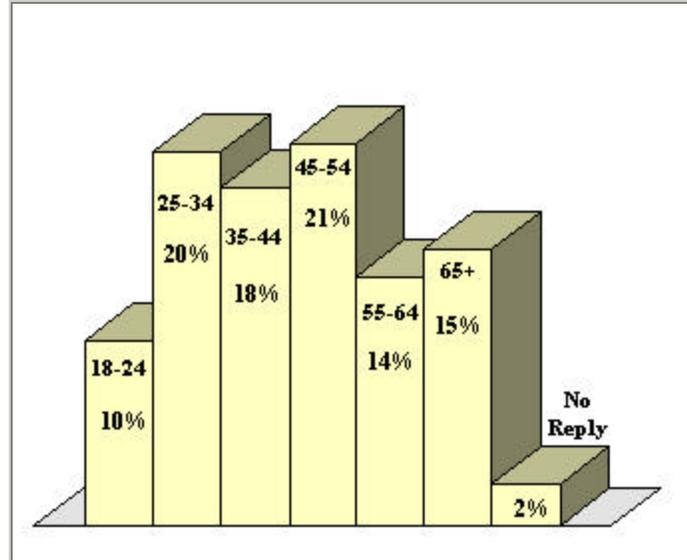
Over half of the respondents (52 percent) had lived in Smith County over 20 years, 19 percent had resided 11-20 years, while 27 percent resided 10 years or less, as shown in **Exhibit A-18**.

**Exhibit A-18**  
**Number of Years a Resident of Smith County**



Respondents were well represented by age: 18-24 years, 10 percent; 25-34 years, 20 percent; 35-44 years, 18 percent; 45-54 years, 21 percent; 55-64 years, 14 percent; and 65 and older, 15 percent. Half (50 percent) of the respondents were less than 45 years of age, which translates to a median age of approximately 45 years. **Exhibit A-19** presents survey respondents' age ranges.

**Exhibit A-19**  
**Respondent Age Ranges**



Half (51 percent) of the respondents reported a 1994 household income under \$40,000, which can be considered the median household income for this sample. Almost one-third (33 percent) of the respondents reported incomes of \$40,000 or higher, while a smaller proportion refused to respond (17 percent). **Exhibit A-20** illustrates survey respondents household incomes.

**Exhibit A-20**  
**Respondents Household Incomes**

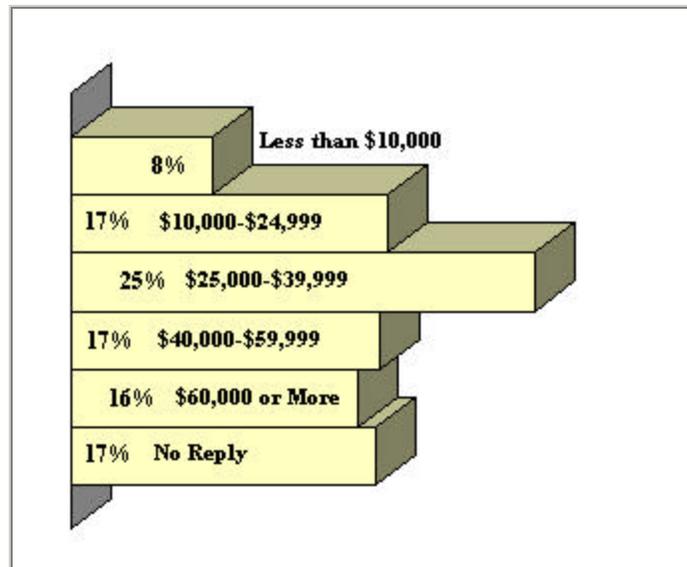
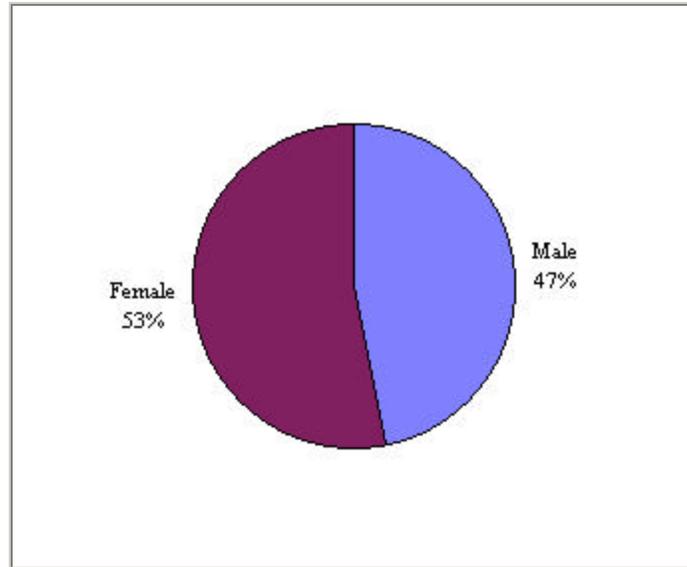


Exhibit A-21 presents survey respondents' gender breakdown. Males and females were represented consistently with the 1990 Census information.

**Exhibit A-21**  
**Gender Breakdown**



### **Suggestions for Improving TISD Operations**

Although four in ten respondents (40 percent) had no suggestions, the more frequently mentioned suggestions included improving discipline (11 percent), improving school safety and security (6 percent), better management of tax dollars and the budget (5 percent), and more parent-community involvement (6 percent).

### **Role Community Members Should Have in the Education Process in TISD**

Although respondents were not always specific in suggesting roles for community members, they were clear that more involvement was necessary through increased participation on boards, meetings, volunteerism, and generally increased activity. Respondents also noted the need for improved communication among teachers, administrators and parents.

# APPENDIX A

## PUBLIC OPINION SURVEY QUESTIONNAIRE

Date of interview:		ID No:	
Interviewer:		<input type="checkbox"/> Male	<input type="checkbox"/> Female
Started:		Ended:	
Length:			

### *Introduction*

Hello, my name is [FIRST & LAST], with Rincon & Associates, a public opinion research firm. We are calling residents throughout the Tyler Independent School District to find out their views on the local public schools as part of a review sponsored by the Texas Comptroller's Office. We have a few short questions to ask someone in your household. All responses will be confidential. Am I speaking to an adult member of the household 18 years or older?

- If speaking to adult in household, ask SCREENER question A.*
- If adult in household comes to phone, repeat introduction and ask SCREENER question A.*
- If adult in household not home, record call back information and TERMINATE interview.*
- If respondent refuses, TERMINATE interview and record.*

### *Screener Questions*

A. Are you or any member of your household presently employed by a public school or public school district in Smith County?

1.Yes = Thank you, but our survey is directed toward persons not affiliated with the public school system. I'm sorry for disturbing you. Goodbye.

2.No = Ask  screener question B.

B. What is your residential zip code?

75701 75704 75702 75706 75703 75709

*If the respondent does not reside in one of the above zip code areas terminate interview.*

1.	Have any children from your household attended public school in the TISD within the past three years?	Yes	No						Total
2.	In your opinion, how would you rate the quality of public education in the TISD?	Excellent	Good	Fair	Poor	DK		Total	
3.	Over the past three years, the quality of education in the TISD has...	Improved		Stayed the Same	Gotten Worse		DK	Total	
Students are often given the grades of <b>A, B, C, D</b> and <b>F</b> to denote their performance in the classroom. Using these same grades, for the next set of questions, rate the performance of the following individuals or groups associated with the Tyler Independent School District.									
4.	What grade would you give the superintendent, Dr. Hagler, regarding management of the school district?	A	B	C	D	F	DK	Total	
5.	Tyler Independent School District is under the control of a Board of Trustees or school board. Each member is elected by residents of the Tyler district. Do you recall the name(s) of any of the school board members? <i>[Do Not Read List]</i>								
6.	<i>[Ask <u>only</u> for those board members mentioned in Q5.]</i> What grade would you give board member...								
	a.	Henry Dennard	A	B	C	D	F	DK	Total
	b.	Brenda Taylor	A	B	C	D	F	DK	Total
	c.	Therelee Washington	A	B	C	D	F	DK	Total
	d.	J. Bruce Nixon	A	B	C	D	F	DK	Total
	e.	Gil Hitt	A	B	C	D	F	DK	Total

	f.	Jose Feliciano	A	B	C	D	F	DK	Total
7.	Now what about the school board overall? What grade would you give the TISD school board overall for the management of school district affairs?		A	B	C	D	F	DK	Total
8.	What grade would you give the TISD school board for its responsiveness to parents and the community?		A	B	C	D	F	DK	Total
9.	What grade would you give the TISD principals for their administration of teachers?		A	B	C	D	F	DK	Total
10.	What grade would you give the TISD principals for their interaction with parents?		A	B	C	D	F	DK	Total
11.	What grade would you give the TISD teachers regarding their ability to educate students?		A	B	C	D	F	DK	Total
12.	What grade would you give the TISD teachers regarding the discipline of students?		A	B	C	D	F	DK	Total
13.	What grade would you give the TISD teachers regarding their interaction with parents?		A	B	C	D	F	DK	Total
14.	Based on what you know or have heard, how would you rate the efficiency of TISD on the management of tax dollars?			Very Efficient	Some-what Efficient	Some-what Inefficient	Very Inefficient	DK	Total
15.	In your opinion, what are the major issues facing the Tyler Independent School District this year? <b>[Record Responses Verbatim]</b>								
16.	Based on what you know or have heard, please answer if you <b>strongly agree, agree, disagree, strongly disagree</b> or <b>don't know</b> with the following series of statements about the public schools in the Tyler Independent School District.								
	a.	The community is proud of public school education in Tyler...	SA	A	D	SD	DK	Total	
	b.	Schools in this district are safe and secure from crime...	SA	A	D	SD	DK	Total	
	c.	District schools do not effectively handle discipline problems...	SA	A	D	SD	DK	Total	
	d.	District issues are reported fairly to	SA	A	D	SD	DK	Total	

		the public by the media...						
e.		Schools in the district have sufficient space and facilities to support the instructional programs...	SA	A	D	SD	DK	Total
f.		The level of school bus service provided to Tyler students meets your expectations...	SA	A	D	SD	DK	Total
g.		The district's schools can be described as " <i>good places to learn</i> " ...	SA	A	D	SD	DK	Total
h.		Schools in the district do not have the basic materials and supplies necessary for instruction in the classroom...	SA	A	D	SD	DK	Total
i.		Management or policy decisions in the district are racially motivated...	SA	A	D	SD	DK	Total
j.		The district does a good job of preparing those students who plan to go on to college...	SA	A	D	SD	DK	Total
k.		The district does a good job of preparing those students who <b>do not</b> plan to go to college immediately after high school...	SA	A	D	SD	DK	Total
l.		The district does a good job of working with those students who have special learning needs...	SA	A	D	SD	DK	Total
m.		Parents in the district do not feel their input is considered by district administrators and campus personnel..	SA	A	D	SD	DK	Total
n.		Parents feel welcome when they visit a district school...	SA	A	D	SD	DK	Total
o.		Parents in the district participate in school activities and organizations...	SA	A	D	SD	DK	Total
p.		The superintendent and staff do a good job of involving the community in school activities...	SA	A	D	SD	DK	Total
q.		The community has been supportive of fund-raisers such as 'bond referendums' for the school district...	SA	A	D	SD	DK	Total

17.	What are some suggestions you have for improving Tyler Independent School District operations? <b>[Record Responses Verbatim]</b>
18.	What role should community members have in the education process in the Tyler Independent School District? <b>[Record Responses Verbatim]</b>
19.	Are there any other comments you would like to share with us concerning the Tyler Independent School District? <b>[Record Responses Verbatim]</b>

***Demographics***

To complete our survey, we need to ask a few questions about you and your household.

D1.	What is your race?	White	African American	Hispanic	Other	Total	
D2.	How many children 18 years of age or under live in your household?	None	1-3	4 or More		Total	
D3.	How long have you lived in Smith County?	1-10	11-20	21 or More		Total	
D4.	Would you please tell me how old you were on your last birthday?						
	18-24	25-34	35-44	45-54	55-64	65 or older	Total
D5.	Finally, for statistical purposes only, which of the following ranges describes your household income for last year (1994)?						
	Less than \$10,000	\$10,000 to \$24,999	\$25,000 to \$39,999	\$40,000 to \$59,999	\$60,000 or More	Total	

**That completes our survey. Thank you for your time and answers. Goodbye.**

***INTERVIEWER: Record the following respondent information.***

	Gender	Male	Female
	Phone Number		

**LEGEND**

<b>DK</b>	=	<b>Don't Know</b>
<b>SA</b>	=	<b>Strongly Agree</b>
<b>A</b>	=	<b>Agree</b>
<b>D</b>	=	<b>Disagree</b>
<b>SD</b>	=	<b>Strongly Disagree</b>

**PUBLIC OPINION SURVEY RESULTS**  
**(Telephone Interview)**  
**Tyler Citizenry**  
**n=400**

<i>Survey Question</i>		<i>Survey Response</i>						
		Yes	No					Total
A.	Are you or any member of your household presently employed by a public school or public school district in Smith County?	0%	100%					100%
		75701	75702	75703	75704	75706	75709	Total
B.	What is your residential zip code?	34%	22%	28%	8%	4%	4%	100%
		Yes	No					Total
1.	Have any children from your household attended public school in the TISD within the past three years?	41%	59%					100%
		Excellent	Good	Fair	Poor	DK		Total
2.	How would you rate the quality of public education in the TISD?	9%	40%	36%	11%	4%		
		Improved	Stayed the	Gotten Worse	DK			Total

			<b>Same</b>			
3.	Over the past three years, the quality of education in the TISD has...	21%	44%	21%	14%	100%

Students are often given the grades of **A, B, C, D** and **F** to denote their performance in the classroom. Using these same grades, for the next set of questions, rate the performance of the following individuals or groups associated with the Tyler Independent School District.

		<b>A</b>	<b>B</b>	<b>C</b>	<b>D</b>	<b>F</b>	<b>DK</b>	<b>Total</b>
4.	What grade would you give the superintendent, Dr. Hagler, regarding management of the school district?	12%	37%	22%	6%	3%	20%	100%

5.	Tyler Independent School District is under the control of a Board of Trustees or school board. Each member is elected by residents of the Tyler district. Do you recall the name(s) of any of the school board members? <i>[Names Were Not Read]</i>
----	---

		<b>Weighted Totals</b>				
	Henry Dennard				2%	
	Brenda Taylor				4%	
	Therelee Washington				11%	
	J. Bruce Nixon				14%	
	Gil Hitt				3%	
	Jose Feliciano				13%	
	None Recalled				73%	

6.	<i>Board members given in Q5 Only</i>	<b>A</b>	<b>B</b>	<b>C</b>	<b>D</b>	<b>F</b>	<b>DK</b>	<b>Total</b>
a.	Henry Dennard	31%	35%	15%	-	-	19%	100%
b.	Brenda Taylor	-	36%	25%	6%	-	33%	100%

c.	Therelee Washington	18%	43%	19%	2%	2%	16%	100%
d.	J. Bruce Nixon	9%	19%	31%	12%	15%	14%	100%
e.	Gil Hitt	7%	31%	46%	-	8%	8%	100%
f.	Jose Feliciano	16%	40%	15%	11%	9%	9%	100%
		<b>A</b>	<b>B</b>	<b>C</b>	<b>D</b>	<b>F</b>	<b>DK</b>	<b>Total</b>
7.	What grade would you give the TISD school board overall for the management of school district affairs?	6%	36%	34%	11%	4%	9%	100%
8.	What grade would you give the TISD school board for its responsiveness to parents and the community?	11%	32%	31%	9%	6%	11%	100%
9.	What grade would you give the TISD principals for their administration of teachers?	18%	43%	16%	4%	2%	17%	100%
10.	What grade would you give the TISD principals for their interaction with parents?	15%	33%	23%	7%	3%	19%	100%
11.	What grade would you give the TISD teachers regarding their ability to educate students?	28%	41%	17%	5%	2%	7%	100%
12.	What grade would you give the TISD teachers regarding the discipline of students?	15%	26%	24%	13%	8%	14%	100%
13.	What grade would you	21%	42%	18%	3%	3%	13%	100%

	give the TISD teachers regarding their interaction with parents?							
		<b>Very Efficient</b>	<b>Some - what Efficient</b>	<b>Some - what Inefficient</b>	<b>Very Inefficient</b>	<b>DK</b>	<b>Total</b>	
14.	Based on what you know or have heard, how would you rate the efficiency of TISD on the management of tax dollars?	7%	53%	24%	10%	6%	100%	
15.	In your opinion, what are the major issues facing the Tyler Independent School District this year?							
	<b>Weighted Totals</b>							
	Discipline				24%			
	Quality of education				15%			
	Safety and security				14%			
	Racial tensions				6%			
	Poor facilities				6%			
	Dropout rate				4%			
	Test scores				4%			
	Overcrowding				3%			
	OTDer Issues				26%			
	No Answer, None				27%			
16.	Based on what you know or have heard, please answer if you <b>strongly agree, agree, disagree, strongly disagree</b> or <b>don't know</b> with the following series of statements about the public schools in the Tyler Independent School District.							
		<b>SA</b>	<b>A</b>	<b>D</b>	<b>SD</b>	<b>DK</b>	<b>Total</b>	
a.	The community is proud of public school education in Tyler...	7%	56%	30%	3%	4%	100%	
b.	Schools in this district are safe and secure from crime...	2%	22%	51%	21%	4%	100%	
c.	District schools do not effectively handle discipline problems...	12%	40%	33%	5%	10%	100%	
d.	District issues are reported fairlv to	2%	49%	27%	11%	11%	100%	

	the public by the media...						
e.	Schools in the district have sufficient space and facilities to support the instructional programs..	3%	43%	32%	12%	10%	100%
f.	The level of school bus service provided to Tyler students meets your expectations...	6%	51%	14%	4%	25%	100%
g.	The district's schools can be described as " <i>good places to learn</i> "...	7%	63%	20%	3%	7%	100%
h.	Schools in the district do not have the basic materials and supplies necessary for instruction in the classroom...	5%	29%	47%	6%	13%	100%
i.	Management or policy decisions in the district are racially motivated...	7%	38%	36%	4%	15%	100%
j.	The district does a good job of preparing those students who plan to go on to college...	5%	54%	25%	5%	11%	100%
k.	The district does a good job of preparing those students who <b>do not</b> plan to go to college immediately after high school...	1%	34%	39%	7%	19%	100%
l.	The district does a good job of working with those students who have special learning needs...	5%	55%	15%	5%	20%	100%
m.	Parents in the district do not feel their input is considered by district administrators and campus personnel..	10%	41%	31%	2%	16%	100%
n.	Parents feel welcome when they visit a district school...	8%	68%	11%	2%	11%	100%
o.	Parents in the district participate in school activities and organizations...	5%	56%	23%	2%	14%	100%
p.	The superintendent and staff do a good job of involving the community in school activities...	3%	57%	24%	3%	13%	100%
q.	The community has been supportive of fund-raisers such as 'bond referendums' for the school district...	3%	57%	23%	2%	15%	100%

17.	What are some suggestions you have for improving Tyler Independent School District operations?		
	<b>Weighted Totals</b>		
	Strengthen and implement discipline policies and procedures	11%	
	Explore educational options	10%	
	Increase parent/community involvement	8%	
	Build more properly equipped schools and divide students even and fair	7%	
	Better management of tax dollars/budget	6%	
	Strengthen campus safety and security	6%	
	Better prepare students for life after graduation	6%	
	Change administrators	4%	
	More quality teachers and increase salaries	4%	
	More administrator involvement	3%	
	Other suggestions	10%	
	No Answer	40%	
18.	What role should community members have in the education process in the Tyler Independent School District?		
	<b>Weighted Totals</b>		
	Should know more about what is going on, be able to give opinions, and vote on crucial school board decisions	20%	
	Active concern/interest and involvement	14%	
	Need more support from the business community	9%	
	Get parents involved with the discipline of their children	3%	
	More communication with teachers	1%	
	Other Comments	19%	
	None, No Answer	35%	
19.	Are there any other comments you would like to share with us concerning the Tyler Independent School District?		

- The district must develop and adhere to policies and procedures concerning disciplinary measures and No-Pass/No-Play rules.
- Racial tension is a major problem in the schools. The administration, teachers, parents and the community must get together to discuss ways of improving harmony in our schools and our community.
- The level of education is not equal in our schools.
- Disappointed with test scores, both TAAS and SAT. Somehow teachers and parents should also be held accountable for poor test scores. More parents must take more of an interest in their children's education.
- Administrators should be rated on their business and teaching experiences equally.
- We need a school board whose first priority is to educate all our children.
- Bilingual budget needs to be increased so that additional qualified teachers could be hired to deal with our growing Hispanic community.
- A third high school should be built to deal with the overcrowding and student/teacher ratios at Lee and Tyler.
- Teachers are underpaid. We lose and cannot attract good teachers because of poor salaries.

***Demographics***

To complete our survey, we need to ask a few questions about you and your household.

		<b>White</b>	<b>African American</b>	<b>Hispanic</b>	<b>Other</b>	<b>RF</b>	<b>Total</b>
D1.	What is your race?	68%	21%	7%	3%	1%	100%
		<b>None</b>	<b>1-3</b>	<b>4 or More</b>			<b>Total</b>
D2.	How many children 18 years of age or under live in your household?	52%	45%	3%			100%
		<b>1-10</b>	<b>11-20</b>	<b>21 or More</b>	<b>RF</b>		<b>Total</b>
D3.	How long have you lived in Smith	27%	19%	52%	2%		100%

	County?								
D4.	Would you please tell me how old you were on your last birthday?								
	<b>18-24</b>	<b>25-34</b>	<b>35-44</b>	<b>45-54</b>	<b>55-64</b>	<b>65 or older</b>	<b>RF</b>	<b>Total</b>	
	10%	20%	18%	21%	14%	15%	2%	100%	
D5.	Finally, for statistical purposes only, which of the following ranges describes your household income for last year (1994)?								
	<b>Less than \$10,000</b>	<b>\$10,000 to \$24,999</b>	<b>\$25,000 to \$39,999</b>	<b>\$40,000 to \$59,999</b>	<b>\$60,000 or More</b>	<b>RF</b>	<b>Total</b>		
	8%	17%	25%	17%	16%	17%	100%		
			<b>Male</b>	<b>Female</b>				<b>Total</b>	
		Gender	47%	53%				100%	

**LEGEND**

<b>DK</b>	=	<b>Don't Know</b>
<b>RF</b>	=	<b>Refused</b>
<b>SA</b>	=	<b>Strongly Agree</b>
<b>A</b>	=	<b>Agree</b>
<b>D</b>	=	<b>Disagree</b>
<b>SD</b>	=	<b>Strongly Disagree</b>

# APPENDIX B

## PUBLIC FORUM AND FOCUS GROUP COMMENTS

### **Tyler Citizenry's Opinions and Concerns Uncovered During Individual Interviews and Focus Group Sessions**

The following sections present summaries of comments received during individual interviews and focus group sessions.

#### *District Organization and Management*

- Board members (some) put their personal agendas before the education of all TISD students.
- The current board should be disbanded and a new board convened.
- Board "micromanagement" of the district is ineffective.
- Parents and teachers have difficulties communicating with certain board members.
- Some members have closed minds and are unwilling to come into the classrooms to see the new and innovative practices that are working.
- It is generally felt that communication is good between campus teachers and district administration.
- Compliments go to the district for their implementation of site-based decision making.
- TISD has underestimated the seriousness of the increase in racial tensions in the district.
- The instructional resource center is an excellent service for teachers. The workshops and opportunities for professional growth are outstanding.
- The district must expand services for at risk students and those that are not college bound.
- Director of elementary education is dramatically improving language arts instruction and students are benefiting.
- The district should enlist the aid of volunteers to facilitate current grant and scholarship activities and programs.
- The high and middle schools should receive more foundation money.
- Some employers feel that former TISD students are ineligible for promotion because of a lack of basic learning skills.
- TISD classrooms lack computer training. Children need more exposure to computer vocational training.
- Hispanic parents must be educated with the child. Bilingual resources are lacking.

- Parents educate their children through home-schooling, private schools, or schools outside of TISD, which is a bad reflection on TISD.
- Some believe that real estate brokers add to the problem by steering their clients away from TISD.
- Community groups feel there is ineffective communication among members of the administration.

### ***Educational Service Delivery***

- TISD should build more on the basic principles (phonics) from K-5<sup>th</sup> grades.
- TISD has excellent instructors and dedicated staff.
- Children are entering middle school and cannot read. Stop using "experimental" techniques.
- The needs of minority students are not receiving priority.
- Students are not prepared and trained well for employment in the private sector after graduation.
- Students need more vocational and computer training.
- There is not enough interaction between teachers and parents.
- Upgrade and emphasize the phonics method of instruction in the lower grades.
- Many students are promoted without adequately mastering the skills required to advance to the next grade level.
- There is too much emphasis on athletics and not enough emphasis on academics in TISD.

### ***Community Involvement***

- Several programs are effective because of the relationship between the business community and the district.
- The district makes an effort to involve parents in the educational process, but parents are too apathetic about the education of children.
- The PTAs at the various campuses should interact and cooperate with each other.
- The language barrier makes it difficult for Hispanic parents to be involved with their children's schools.
- Some programs work quite well in getting the community involved such as Junior achievement, Business in Education Day, Tyler Leadership, Law Day, Grandparents Day Teen Court.
- The media is negative about the district, fostering mistrust between the district and the community.

### ***Personnel Management***

- High school counselors are overworked and understaffed. There is no support staff.
- It is difficult to get teacher substitutes for one-day absences.
- Instructional consultants at the elementary level are effective and perform important functions. On the opposite end, middle and high school instructional consultants could be given more duties or reassigned to other positions.
- Principals are not allowed to hire substitutes as librarians.
- Principals need to be more accessible and visible to parents and the community at large.
- Some schools lack adequate support and clerical staff.
- Teachers actually care about students, which helps the district tremendously.
- The district's screening process is thorough.

### ***Asset and Risk Management***

- I am pleased with the insurance plans and how claims are handled promptly.
- I am treated like a person, not a number, when I have a claim.
- We are losing money with the drug card. People with major illnesses are no longer covered 100 percent.
- Our insurance is higher than other businesses, the state and other districts. I can not afford it for a family of four.

### ***Financial Management***

- Questions are answered and information is readily available.
- The recent bond election was not needed.
- The monies of the district are not divided equally among single-member districts.
- The issue of the "mystery letter" (the sealed letter from the Justice Department related to the bond issue) should have been addressed.
- Many feel that the bond election issue divided TISD racially. Even though the election was never held, it seems to have caused polarization in the district.
- Low-performing schools are rewarded in the current allocation formulas.
- Paperwork is excessive for the distribution of foundation grant money.

### ***Purchasing and Warehouse Services***

- The warehouse charges a 2 percent markup. In many cases, it would be cheaper to purchase needed items from wholesale stores.

- It is less expensive to buy instructional supplies from Sam's Wholesale Warehouse than from TISD's warehouse.
- The purchasing system works well because users are continuously asked for feedback on the quality of products and services and the timeliness of processing purchase order requests.
- TISD should look at combining its purchases with other districts in the area to purchase common items in bulk quantities.
- TISD should purchase higher quality materials and supplies.

### *Facilities and Use Management*

- Facilities are overcrowded, and this is a primary issue at nearly all schools in TISD.
- Dogan Elementary is the "armpit" of the district and requires considerable work. There are 25 portable buildings located on the campus.
- There are too many portable buildings because the elementary schools were originally designed for fewer students.
- Robert E. Lee High School had flooding problems during the past school year.
- Lockers present a problem at many schools within the district. Because of overcrowding and insufficient time between classes, children must carry all their materials for classes all day.
- Facilities maintenance should be improved. Participants complained of poorly maintained bathrooms, poorly painted walls and poorly maintained grounds at Robert E. Lee High School.
- Cleanliness of the schools would greatly improve the appearance of facilities throughout the district.
- The recent bond issue was intended to address the facilities problems that exist within the district. Participants specifically cited Rice and Douglas Elementary Schools as examples of facilities maintenance problems currently existing that would have been addressed.
- North Tyler schools have not received the same attention as schools in south Tyler, as evidenced by the lack of computer resources.
- Campuses need more lighting. Air conditioning and heating units are outdated in some schools.
- TISD should address the facilities needs outlined in its long-range facilities plan. The bond issue should have addressed these needs.
- Maintenance is poor throughout the district. The administration has allowed the condition of buildings to deteriorate.
- Maintenance crews should be better trained.
- TISD needs a system for prioritizing maintenance work orders.

### *Transportation*

- Buses are not effectively used. Too many buses have only a few students, leaving the bus with excess capacity.
- TISD buses pick-up students too early and drop them off too late.
- In the rural areas, the buses make too many stops. For instance, the students in rural areas are picked up at the door.
- There is a need to realign and streamline transportation.
- The Transportation Services Department has an excellent safety record, and drivers seem to drive carefully.
- There is a need for more bus monitors to help the driver keep order on the buses.
- Privatize the bus system.
- The Transportation Services Department does an excellent job with the resources available.

### ***Food Service***

- Food in TISD cafeterias is hearty and tasty.
- The service and attention to the needs of the students are excellent.
- The cafeteria has a budget surplus. The cafeteria should breakeven.
- Some food is dated by the time it is received by the cafeteria.
- Some campuses are so crowded that the lunch periods are too short and the students have to eat too quickly. Some kids have very unhealthy lunch periods, either too early or too late.

### ***Safety and Security***

- TISD is not staffed properly to meet the safety needs of the students and teachers.
- The placement of Tyler Police Department officers on the campus of the two high schools was a good public relations move by the district.
- The schools are safer presently due to the TPD officers stationed at the high schools.
- The crime stoppers program is a good program.
- The high schools should have metal detectors.
- The campuses are generally safe and secure.
- The zero-tolerance policy of the district is not enforced, and too many dangerous students are allowed to return to campus.
- The court system prohibits the district from dismissing students from school because the courts often return students to school without consulting the district.
- The Special Services Annex is a program that helps deter habitual rule violators and actually has a noticeable positive impact on the students who are assigned there. But the annex needs more support from the district and a larger space.
- A uniform dress code is one way to institute order and discipline.

## **SUMMARY OF INTERVIEWS WITH SCHOOL BOARD MEMBERS**

Members of the Board of Trustees for TISD each participated in individual interviews during the weeks of September 25-29 and October 16-20, 1995. The following text summarizes the board members comments.

### **How do you feel about your role on the Tyler ISD School Board? In what ways could the board be more effective?**

All of the current board members have served less than two years because of the May 1994 switch to single-member districts from at-large elections. A majority of the board members interviewed agree that the role of the board is to set policy. However, some board members felt the need to become more involved with district operations because of the lack of trust between the board and the superintendent. The absence of trust has created an atmosphere of skepticism between members of the board and the superintendent.

Some board members responded that they could be more effective if communication among board members was better. A majority of the members expressed concerns about what they perceived to be a fractious board, which also limited the Board's effectiveness. However, board members felt that their effectiveness as a collective group would improve as they spend the time to get to know each other and respect each member's positions on various issues.

Finally, a minority of the board believed that some members of the board were far too involved in administration and did not understand their roles as policy-makers. In their view, this contributed to the atmosphere of distrust between the board and the superintendent.

### **What is your perception of the leadership at Tyler ISD, specifically the superintendent and executive staff?**

The majority of the board members agreed that the superintendent was doing an adequate job and had the support of his executive staff. A majority of the board cited his visibility in the Tyler community and throughout the district. However, several board members questioned the superintendent's leadership and expressed concerns about his trustworthiness. Some even felt that the confidentiality of certain matters discussed in executive sessions had been breached by the superintendent. Others felt that certain members of the board had not given the superintendent the opportunity to demonstrate his leadership skills because of their intervention in administrative matters.

Most felt that the superintendent had surrounded himself with excellent executive staff. In fact, several board members praised the superintendent for hiring the assistant superintendent for Business Services, who was often described as an "excellent hire."

A majority of the board members indicated that members of the executive staff were responsive to their requests and appeared to be working together exceptionally well.

It is important to note that at least two board members thought that some members of the board limited the effectiveness of the executive staff because of their involvement in administrative matters. One board member wished that the executive staff would "stand up" to meddling board members.

### **What is your perception of principals and teachers throughout TISD?**

The majority of board members think TISD, as a whole, had excellent principals and teachers. Most believed that principals and teachers were well-trained and genuinely cared about the students.

Some board members expressed concerns about the current teacher assessment system. In their view, the current assessment system does not adequately identify weaknesses so that teachers can improve their skills through targeted staff development opportunities.

### **How do you feel about site-based decision making in TISD? Is it working? If not, what are your suggestions for improvement?**

Although most board members thought that site-based decision making was working effectively in TISD, some board members expressed a desire to become more familiar with the concept of site-based decision making and its application to TISD.

Board members agreed that decisions affecting student performance and campus administration should be made at the campus level. However, most felt that a stronger system for holding campus principals accountable for site-based decisions should be developed and implemented.

Some board members suggested central administration should have "over-arching" responsibility for site-based decision making, while others felt that Campus Performance Objective Committees (CPOC) should have the ultimate responsibility for site-based decisions. For example, one board member asked: who is to be held accountable for a CPOC's selection of a non-performing principal if central administration only identifies the best

possible candidates during a screening process, and the ultimate interviews conducted and the selection is made by the CPOC?

All board members agreed that in some cases site-based decision making has worked, and in others it has not worked.

**How effective is the communication between the superintendent and the board?**

Most board members agreed the superintendent kept them informed of issues affecting TISD. They agreed the superintendent frequently communicated with them via monthly updates and personal phone calls if necessary.

Before the resignation of the previous president of the board, the superintendent provided information to the board president that was not communicated to the remaining board members. Several board members indicated that this contributed to the disagreements among board members, who felt that the superintendent was not telling the board about specific issues and events.

Most board members agreed that agenda materials necessary to prepare for board meetings were received in sufficient time to prepare for upcoming board meetings. However, some board members complained about not receiving agenda material for board meetings in advance of being asked to participate in deliberations on a specific agenda item.

**Are you satisfied with your involvement in TISD's current planning and budgeting process? If not, why?**

A majority of board members were not satisfied with their level of participation in the planning and budgeting process. Most felt that the board had no input into the planning process and the budget was presented to them after being prepared by the administration with limited input from the board.

All board members agreed that they should be involved in the planning and budgeting process in its initial stages of setting goals for the district and establishing budget priorities. Some members suggested holding planning retreats and recommended providing TISD stakeholders an opportunity to give their input into the process as well.

Board members agreed that the general direction of the board was to become more involved in the planning and budgeting process-especially in the areas of goal-setting, strategy development and establishing priorities for allocating budget resources.

**Based on your knowledge of the current organizational structure, do you have suggestions for improving its efficiency or effectiveness?**

A majority of board members agreed that the current organization structure appeared to have positions that performed similar functions and work activities.

Some board members felt that central administration could be reorganized because the cost of administration has increased over the past five years with no proportional increase in student enrollment. In fact, at least three board members questioned the need for instructional consultants in each school throughout the district.

Some board members felt that high-paying positions have been created in central administration to absorb reassignments of principals and assistant principals from schools within the district.

**What is your opinion of the quality of education provided by the Tyler Independent School District?**

While the majority of board members agreed that the quality of education provided by TISD was above average to excellent, they were concerned with improving the overall performance of minority students.

Some board members questioned why minority students could do well in other districts, but not perform well in TISD on TAAS tests. One board member was of the opinion that the board's focus on academic achievement, if rated on a scale of one to 10 (with 10 as the lowest priority), would receive a nine. Another member indicated that too many dollars, perhaps, were going toward central administration and not enough dollars were getting to the classroom. Even another indicated that the quality of education one receives in TISD depends on "who you are" and "where you attend school".

**What is your opinion of the manner in which the recent bond election was handled?**

Board members are divided in their opinions of how the administration handled the recent bond issue. Some board members agree that the recent bond issue was not handled properly and did not address the issues outlined in the 1971 court-ordered desegregation plan. Others felt that the Justice Department attorney did not give credence to a massive grass roots effort at the campus level to improve the condition of facilities throughout the district. Still others related that the projects to be funded by the proceeds did not fairly address the needs of the entire district. New facilities were proposed for areas that did not necessarily require new

construction, and areas in dire need of new facilities were not included in the projects to be funded by the bond proceeds.

Because of the threat of litigation from the Justice Department, all board members agreed with the decision to withhold from the public the letter received from the Justice Department outlining reasons for not approving the bond issue. Each agreed the letter should be withheld until TISD could prepare its response.

### **In your opinion, what are the major issues confronting TISD?**

In the opinion of the board members interviewed, the major issues facing TISD are:

- Passing the bond issue that was recently challenged by the U.S. Department of Justice. TISD should upgrade its existing facilities and construct new facilities.
- The current board has been divided with members disagreeing on the board's agenda. Board members must take steps to improve communication among themselves to come together and focus on the long-term interests of the district.
- The board is too involved in administrative matters and has crossed the line of demarcation that is to exist between policy and administration. This has undermined the administration's efforts to focus on the district's instructional programs.
- The lack of board and community involvement in long-range planning for the direction of the district, as well as limited input of the board in the budget process. The administration should give the board an opportunity to be more involved in setting goals and establishing budget priorities for the district.
- The relationship between the board and the superintendent needs to be improved because the lack of trust that currently exists.
- Improving the academic achievement of minority and socio-economically disadvantaged students. These students consistently score in the lower percentiles of the TAAS test, while white students score in the higher percentiles. Even white, socio-economically disadvantaged students score higher on TAAS tests than ethnic minority students.
- Improving the dropout rate of Hispanic students that has led to the district being placed on an "accredited warned" status by TEA.
- Improving the district's relationship with the media. In some instances the administration does not provide the media with an accurate picture of issues impacting TISD's student performance. However, money is spent advertising in electronic and print media to give the perception that all is well within the district. This has

contributed to the unfavorable media coverage received by the district.

- Improving the community's perception of the board and TISD. Generally, the community does not have a favorable impression of the board nor the district as a whole. Personal "sniping" among board members in past meetings has contributed to the negative perceptions of the community.
- Increasing the level of parental involvement in schools throughout TISD. Parents are not nearly as involved with the education of their children in TISD schools as they should be. This is contributing to the low performance of students throughout the district.
- Site-based decision making should be improved to provide local campuses with more control. Central administration must delegate more authority to the campus level and hold principals accountable for decisions affecting student performance.
- Administrative costs appear to be out of line. Positions in central administration could be reduced through consolidation or elimination.
- Overall, district budget has increased significantly with no proportional increase in student enrollment; at the same time total employees have increased by 300. It appears that not enough money is allocated to instructional programs.
- The district has too many instructional consultants, and they do not appear to be necessary because they function as assistant principals.
- Expansion of the current purchasing process to include more minority contractors. Minorities pay taxes within TISD and should have an opportunity to participate in contracting with the district.
- Providing incentives to attract quality teachers. The district must look at ways to provide incentives to attract high quality teachers to TISD.

# APPENDIX C

## STUDENT SURVEY QUESTIONNAIRE

### *Directions*

Please select the best response to the question asked. Read each question carefully before answering.

BACKGROUND							
Please place an "X" in the appropriate box.							
1. Please indicate your sex.							
Female <input type="checkbox"/>				Male <input type="checkbox"/>			
2. What is your classification?							
Junior <input type="checkbox"/>				Senior <input type="checkbox"/>			
3. What is your ethnic background?							
African American <input type="checkbox"/>				Hispanic <input type="checkbox"/>			
White <input type="checkbox"/>				Other <input type="checkbox"/>			

### THE FOLLOWING STATEMENTS INDICATE MY GENERAL FEELINGS.

Please indicate how you would grade your school on a scale of A through F.

1.	How would you grade your school for the quality of education you are receiving?	A	B	C	D	F	Total
2.	How would you grade your teacher overall?	A	B	C	D	F	Total

<b>Please indicate your feelings by placing an "X" in the appropriate box.</b>								
3.	How safe do you feel in your school?	Very Safe	Fairly Safe	Very Unsafe	DK	Total		
4.	How often do principals visit your classroom?	Very Often	Fairly Often	Once in a While	Never	Total		
5.	How often do assistant principals visit your classroom?	Very Often	Fairly Often	Once in a While	Never	Total		
6.	How often do principals attend school activities?	Very Often	Fairly Often	Once in a While	Never	Total		
7.	How often do assistant principals attend school activities?	Very Often	Fairly Often	Once in a While	Never	Total		
<b>Using the following legend, please indicate whether you strongly agree (SA), agree (A), neither agree nor disagree (N), disagree (D), strongly disagree (SD) or don't know (DK).</b>								
8.	Do you agree that learning is the school's most important goal?	SA	A	N	D	SD	DK	Total
9.	Does your school offer a broad selection of challenging courses?	SA	A	N	D	SD	DK	Total
10.	Does the school's library have enough books and resources for you to use?	SA	A	N	D	SD	DK	Total

11.	Do you think that teachers expect students to do their very best work?	SA	A	N	D	SD	DK	Total
12.	Do teachers explain materials and assignments to you so that you can understand them clearly?	SA	A	N	D	SD	DK	Total
13.	Do you feel that teachers care about students' needs?	SA	A	N	D	SD	DK	Total
14.	Do teachers give you individual attention?	SA	A	N	D	SD	DK	Total
15.	Do teachers praise you when you are doing well in your school work?	SA	A	N	D	SD	DK	Total
16.	Do you think the school principal cares about students' needs?	SA	A	N	D	SD	DK	Total
17.	Do principals treat students with respect?	SA	A	N	D	SD	DK	Total
18.	Do assistant principals treat students with respect?	SA	A	N	D	SD	DK	Total
19.	Does the principal praise students for earning good grades?	SA	A	N	D	SD	DK	Total
20.	Are you and your fellow students proud of your school?	SA	A	N	D	SD	DK	Total

21.	Do you think that most students try to do their best in class?	SA	A	N	D	SD	DK	Total
22.	Do you think that misbehavior interferes with classroom learning?	SA	A	N	D	SD	DK	Total
23.	Do you have sufficient books, lab supplies and classroom materials?	SA	A	N	D	SD	DK	Total
24.	Are you provided career and college counseling opportunities from school counselors?	SA	A	N	D	SD	DK	Total
25.	What do you think is the main reason students dropout of school at your campus?							
26.	What can be done to ensure that students stay in school? For example, would some type of program or counseling help?							
27.	What do you think is the main reason why students do not attend school regularly?							
28.	What do you think needs to be done to ensure that students attend school more regularly?							
29.	Why do you think students perform poorly in Math?							
30.	What would help you improve your math scores on the TAAS exam?							

31.	What are your plans once you graduate from high school?	Go to college	Get a job	Join the military	Other	Total
32.	How has school prepared you to pursue your plans after graduation?					
33.	Name three things you like best about your school. (You may refer to the list below to help determine your answer).					
34.	Name three things you like least about your school. (You may refer to the list below to help determine your answer).					
35.	Based on what you know about this school, tell us one or two things you believe can be improved. (You may refer to the list below to help determine your answer).					

**Possible responses for questions 33 through 35**

**Administration/Principal  
Classes/Academics  
Counselors  
Facility/Location  
Open Campus  
Organization  
People**

**Pride/School spirit  
School Activities  
Security  
Sports  
Teachers  
Vocational/Work programs**

**PRINCIPAL SURVEY**

1. I am: Male \_\_\_\_\_ Female \_\_\_\_\_

2. I am: White \_\_\_\_\_ African \_\_\_\_\_ American \_\_\_\_\_ Hispanic \_\_\_\_\_ Other \_\_\_\_\_

3. In what type of school do you work?

Elementary \_\_\_\_\_ Jr. High/Middle School \_\_\_\_\_ High School \_\_\_\_\_  
Other \_\_\_\_\_

4. I think the overall quality of education in TISD is:

Improving \_\_\_\_\_ Staying the Same \_\_\_\_\_ Getting Worse \_\_\_\_\_

5. What grade would you give the teachers in TISD?

A \_\_\_\_\_ B \_\_\_\_\_ C \_\_\_\_\_ D \_\_\_\_\_ F \_\_\_\_\_

6. What grade would you give the school level administrators in TISD?  
A \_\_\_ B \_\_\_ C \_\_\_ D \_\_\_ F \_\_\_

7. What grade would you give the district-level administrators in TISD?  
A \_\_\_ B \_\_\_ C \_\_\_ D \_\_\_ F \_\_\_

8. Does your particular campus have clearly defined goals and objectives that are both measurable and realistic (i.e. achievable)? If so, are they documented?

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9. Are these goals and objectives clearly communicated throughout the district and the community? If so, how are they communicated?

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10. What are the major issues impacting your campus within the TISD?

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11. Are there specific problems or issues associated with any of the functional focus areas our project team is reviewing? (District Organization & Management, Educational Service Delivery, Personnel Management, Community Involvement, Facilities Management & Use, Asset & Risk Management, Financial Management, Purchasing & Warehousing, Food Service, Transportation, Safety & Security).

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12. Can you recommend any cost savings or improvements that would enhance the efficiency and effectiveness of the functional areas under review? (See areas mentioned above.)

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13. How effective is site-based decision making at your campus? In the district? Do you feel that you are empowered to make critical administrative and/or management decisions without interference from district or campus administration? Are you held accountable for the decisions you make?

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14. Do you feel that the lines of communication between you and the district offices/departments are sufficient to provide you with information

necessary to carry out your responsibilities? How about the communication between you and your subordinates?

---

---

15. Are you and your staff receiving the services you need from district administration or campus administration?

---

---

16. How effective are the policies and procedures governing your campus? If they are not effective, do you have suggestions for improvement?

---

---

17. How familiar are you with the various programs currently administered by the district? Which of these programs do you perceive to be effective and why?

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18. Think about specific instructional and support programs at your campus. Do you think they are adequately supported by the district, for example, Gifted and Talented, Vocational Education, Bilingual Education, Special Education, DARE, tutoring, etc.?

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19. What is your authority regarding employment and placement decisions?

---

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20. Are technology and automated services adequately provided in the district? If not, do you have any suggestions on how technology could be used to increase the district's efficiency and effectiveness?

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21. Is technology adequate to support programs/responsibilities for which your campus is responsible? If not, how would you suggest that technology be used to increase efficiency in your campus?

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22. Do you feel that the district adequately supports your campus? If not, what would you change and what additional support would you need to operate efficiently?

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23. Is the current staffing in your campus adequate to meet the current workload? If not, what do you feel represents an adequate staffing level?

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24. Is your campus currently overstaffed based on the current workload? If so, what suggestions do you have to improve efficiency?

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25. Have you examined the work activities and related processes in your campus? If so, do you feel your staff is productive based on the work processes currently in place?

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26. How do you measure the performance of your employees in your campus? Are the criteria and processes used effective?

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27. How is your performance measured? Do you feel that the current performance system is adequate and fair?

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28. Do you actively participate in the budget process?

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29. How do you participate in the budget process?

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30. Is the budget used as a planning and management tool?

---

---

31. How efficient is the budget process?

---

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32. Do you feel that the establishment of priorities and subsequent resource allocation based on those priorities is fair? Explain.

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33. How often is training offered by the district? Do you feel that training is a priority of the district?

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34. Do you attend training? Do you encourage your staff to attend various training seminars?

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35. Do you feel that the Board and administration work well together? Do you have any suggestions for improvement?

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36. What do you think about the physical conditions of administrative or campus facilities? If there are any problems with the facilities, what are they specifically?

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37. How does your campus solicit parental input and community involvement? If this is an area that needs improvement what would you suggest?

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38. How does the transportation system work at your campus or for the district? Do you have any suggestions for improvement?

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39. How efficient are the procurement and purchasing functions at your campus? Do you have any suggestions for improvement?

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40. What are your perceptions on safety and security at your campus or the district? Do you have any suggestions for improvement?

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41. How efficient is your campus or district food service program? What suggestions do you have for improvement?

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42. What do you think are the positive attributes of educational service delivery at your campus or the district? What aspects of educational service delivery or instructional programs need improvement?

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43. Would you like to comment on the overall efficiency and effectiveness of the TISD?

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44. Are there any concerns or general comments you would like to share with us that we haven't asked about that you feel we should explore as we conduct the study?

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TEACHERS SURVEY(Written/Self-Administered)

1. I am: Male\_\_\_\_\_ Female\_\_\_\_\_

2. I am: White\_\_\_\_ African\_\_\_\_ American\_\_\_\_ Hispanic\_\_\_\_ Other\_\_\_\_\_

3. In what type of school do you work?  
Elementary\_\_\_\_ Jr. High/Middle School\_\_\_\_ High School\_\_\_\_  
Other\_\_\_\_\_

4. I think the overall quality of education in TISD is:  
Improving\_\_\_\_ Staying the Same\_\_\_\_ Getting Worse\_\_\_\_\_

5. What grade would you give the teachers in TISD?  
A\_\_\_\_ B\_\_\_\_ C\_\_\_\_ D\_\_\_\_ F\_\_\_\_\_

6. What grade would you give the school level administrators in TISD?  
A\_\_\_\_ B\_\_\_\_ C\_\_\_\_ D\_\_\_\_ F\_\_\_\_\_

7. What grade would you give the district-level administrators in TISD?  
A\_\_\_ B\_\_\_ C\_\_\_ D\_\_\_ F\_\_\_

8. What grade or grades are you teaching this year?

Pre-K\_\_\_ K\_\_\_ 1\_\_\_ 2\_\_\_ 3\_\_\_ 4\_\_\_  
5\_\_\_ 6\_\_\_ 7\_\_\_ 8\_\_\_ 9\_\_\_ 10\_\_\_  
11\_\_\_ 12\_\_ Adult\_\_\_

9. How long have you taught in TISD?  
1-5 years\_\_\_ 6-10 years\_\_\_ 11-15 years\_\_\_ 16-20 years\_\_\_ Over  
20\_\_\_

10. Does your particular campus have clearly defined goals and objectives that are both measurable and realistic (i.e. achievable)? If so, are they documented?

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11. Are these goals and objectives clearly communicated throughout the district and the community? If so, how are they communicated?

---

---

12. What are the major issues impacting your campus within the TISD?

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13. Are there specific problems or issues associated with any of the functional focus areas our project team is reviewing? (District Organization & Management, Educational Service Delivery, Personnel Management, Community Involvement, Facilities Management & Use, Asset & Risk Management, Financial Management, Purchasing & Warehousing, Food Service, Transportation, Safety & Security).

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14. Can you recommend any cost savings or improvements that would enhance the efficiency and effectiveness of the functional areas under review? (See areas mentioned above.)

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15. How effective is site-based decision making at your campus? In the district? Do you feel that you are empowered to make critical

administrative and/or management decisions without interference from district or campus administration? Are you held accountable for the decisions you make?

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16. Do you feel that the lines of communication between you and the district offices/departments are sufficient to provide you with information necessary to carry out your responsibilities? How about the communication between you and your subordinates?

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17. Are you and your staff receiving the services you need from district administration or campus administration?

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18. How effective are the policies and procedures governing your campus? If they are not effective, do you have suggestions for improvement?

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19. How familiar are you with the various programs currently administered by the district? Which of these programs do you perceive to be effective and why?

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20. Think about specific instructional and support programs at your campus. Do you think they are adequately supported by the district, for example, Gifted and Talented, Vocational Education, Bilingual Education, Special Education, DARE, tutoring, etc.?

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21. What is your authority regarding employment and placement decisions?

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22. Are technology and automated services adequately provided in the district? If not, do you have any suggestions on how technology could be used to increase the district's efficiency and effectiveness?

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23. Is technology adequate to support programs/responsibilities for which your campus is responsible? If not, how would you suggest that technology be used to increase efficiency in your campus?

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---

24. Do you feel that the district adequately supports your campus? If not, what would you change and what additional support would you need to operate efficiently?

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---

25. Is the current staffing in your campus adequate to meet the current workload? If not, what do you feel represents an adequate staffing level?

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26. Is your campus currently overstaffed based on the current workload? If so, what suggestions do you have to improve efficiency?

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27. Have you examined the work activities and related processes in your campus? If so, do you feel your staff is productive based on the work processes currently in place?

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45. Would you like to comment on the overall efficiency and effectiveness of the TISD?

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46. Are there any concerns or general comments you would like to share with us that we haven't asked about that you feel we should explore as we conduct the study?

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# APPENDIX C

## TEACHER SURVEY QUESTIONNAIRE

(Telephone Interview)

### *Introduction*

Hello, my name is [FIRST & LAST], calling long distance for Telesurveys of Texas an opinion research firm. The Tyler Independent School District is currently undergoing a "Management and Performance Review." As you are probably aware, there is some concern that the teacher survey responses obtained a few weeks ago may be flawed. In order to ensure the integrity of the survey results we have obtained, we are surveying a smaller number of teachers by telephone. The survey will take about 10 to 12 minutes.

Your responses to the survey will be treated with strict confidence and no names will ever be used in the reports.

Your honest responses will ensure that campus personnel have accurate and unbiased input into the management review process. There are no 'right' or 'wrong' answers, we just want your honest opinion to provide an unbiased report. We obtained your telephone number from the TISD faculty directory, and are randomly selecting teachers from the directory.

### *Introduction #2*

**[If the respondent said they did it before, say:]**

We realize that some teachers might have turned in a written questionnaire, but we now need to validate the responses, which is why we are conducting this by telephone.

**[If respondent indicates they did not want to do the survey, say:]**

We are very anxious to have your candid opinion about the district. You may call Empirical Management Services at (713) 988-8100 and give them your verbal opinions; or call the State Comptroller's Office at 1-800-531-5441, extension 5-3676 or provide us with your opinions by answering the survey.

**[If respondent refuses to be interviewed, skip to D1 and fill in as much information as you can obtain from respondent and school records.]**

1.	How long have you been a teacher in TISD?	1-5 years	6-10 years	11-15 years	16+ years	Total	
2.	For the following set of questions please use the grades A, B, C, D, or F to signify how well they do.						
a.	In general, what grade would you give the TISD board of trustees...	A	B	C	D	F	Total
b.	What grade would you give the superintendent of TISD...	A	B	C	D	F	Total
c.	In general, what grade would you give the other district-level administration in TISD...	A	B	C	D	F	Total
d.	In general, what grade would you give the campus-level administration in TISD...	A	B	C	D	F	Total
e.	In general, what grade would you give the teachers in TISD...	A	B	C	D	F	Total
3.	Now on a scale of 1 thru 5, with <b>1</b> meaning you <b>Strongly Disagree</b> and <b>5</b> meaning you <b>Strongly Agree</b> , please tell how you feel about each of the following. Remember a 5 is a strong agreement and 1 is a strong disagreement with a 3 being neither agreeing nor disagreeing.						
		<b>Strongly Disagree</b>			<b>Strongly Agree</b>		
a.	Learning and education are the main priorities in TISD...	1	2	3	4	5	Total

b.	Emphasis on learning has increased in recent years in TISD...	1	2	3	4	5	Total
c.	TISD schools are safe from crime and provide a secure learning environment...	1	2	3	4	5	Total
d.	Schools effectively handle behavioral problems...	1	2	3	4	5	Total
e.	The necessary supplies and materials are made available to support instruction at TISD...	1	2	3	4	5	Total
f.	Students are motivated to learn in TISD...	1	2	3	4	5	Total
g.	Teachers are knowledgeable in the subject areas they teach...	1	2	3	4	5	Total
h.	Teachers care about the educational needs of the students in TISD...	1	2	3	4	5	Total
i.	Principles/assistant principals actively work to meet students' needs...	1	2	3	4	5	Total
j.	Parents, in general, take responsibility for their children's behavior in TISD...	1	2	3	4	5	Total
k.	Parents are satisfied with the education students receive in TISD...	1	2	3	4	5	Total
l.	District operations are cost effective and efficient...	1	2	3	4	5	Total
m.	Site-base decision management is implemented effectively in TISD...	1	2	3	4	5	Total

n.	Instructional consultants are effective in their roles in TISD...	1	2	3	4	5	Total
4.	Going back to the grading scale, please tell me how you would rate the following using the A, B, C, D, and F grade.						
a.	The school boards' knowledge of the educational needs of students in TISD...	A	B	C	D	F	Total
b.	The school board members' ability to establish effective district policies...	A	B	C	D	F	Total
c.	The superintendent's role as instructional leader of TISD...	A	B	C	D	F	Total
d.	The superintendent's role as chief administrator (manager) of TISD...	A	B	C	D	F	Total
e.	Your principal's work as instructional leader of your school...	A	B	C	D	F	Total
f.	Your principal's work as the manager of school staff and teachers...	A	B	C	D	F	Total
g.	Instructional consultants work as instructional leaders in their schools...	A	B	C	D	F	Total
h.	Teachers attitudes about their jobs...	A	B	C	D	F	Total
i.	Amount of classroom time dedicated to TAAS preparation...	A	B	C	D	F	Total
j.	Parents' efforts in assisting with the education and learning process...	A	B	C	D	F	Total

k.	Parents participation in school activities/organizations...	A	B	C	D	F	Total
l.	District relationships with various groups in the community...	A	B	C	D	F	Total
m.	District's use of technology as an instructional tool on your campus...	A	B	C	D	F	Total
n.	District's use of technology for administrative purposes...	A	B	C	D	F	Total
o.	District's use of programs for bilingual students...	A	B	C	D	F	Total
p.	Conditions of TISD facilities...	A	B	C	D	F	Total

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5. For the next few questions please answer **YES** or **NO**.

a.	Does TISD fill vacancies and make promotions in staff/administration positions based on individual qualifications?	YES		NO		Total
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b.	Does an effective line of communication exist between your school and the central administration?	YES		NO		Total
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c.	Do you have sufficient time for planning curriculum at your campus?	YES		NO		Total
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6a.	In what one or two ways could the operational efficiency of TISD be improved? <b>[Record Responses Verbatim and Probe]</b>						
6b.	What other way? <b>[Record Responses Verbatim]</b>						
7.	Again, using the grading system, please grade the combined efficiency and effectiveness for each of the following district-wide services of TISD.						
a.	Instructional services...	A	B	C	D	F	Total
b.	Maintenance services...	A	B	C	D	F	Total
c.	Custodial services...	A	B	C	D	F	Total
d.	Transportation services...	A	B	C	D	F	Total
e.	Personnel services...	A	B	C	D	F	Total
f.	Food services...	A	B	C	D	F	Total
g.	Financial services...	A	B	C	D	F	Total
h.	Staff development...	A	B	C	D	F	Total
i.	Management Information Services...	A	B	C	D	F	Total
j.	Purchasing...	A	B	C	D	F	Total
k.	Planning and Budgeting...	A	B	C	D	F	Total
l.	Now, please give me an overall grade for the operations of TISD...	A	B	C	D	F	Total
<b><i>Demographics</i></b>							
D1.	Gender	Male	Female				Total
D2.	This question is completely optional. Are you...	White	African American	Hispanic	Other	Refused	Total

D3.	Types of schools taught in.	Elementary	Jr. High/ Middle	High School	Total			
D4.	Grades taught.	Pre-K	K - 5 <sup>th</sup>	6 <sup>th</sup> - 8 <sup>th</sup>	9 <sup>th</sup>	10 <sup>th</sup> - 12 <sup>th</sup>	Other	Total

**Thank you very much for your cooperation. If you have additional comments please call the Texas Comptroller's Office at 1-800-531-5441, extension 5-3676.**

### School Visitation Guide

<b>School:</b> _____	<b>Grades:</b> _____
<b>Interviewer:</b> _____	<b>Date:</b> _____

DIRECTIONS: Insert # or check as appropriate.

1. Principal \_\_\_\_\_
2. Principal's Secretary or Bookkeeper \_\_\_\_\_
3. Guidance Counselor \_\_\_\_\_
4. Teachers \_\_\_\_\_
5. Other (Specify) \_\_\_\_\_

**Total Number of Persons Interviewed at School Site** \_\_\_\_\_

1. In your opinion, what are the major issues facing the Tyler Independent School District today and in the immediate future? Why do you believe these issues are important?
2. Are you aware of specific issues or problems associated with the following areas of district/school operations, or can you identify any opportunities for cost savings or other efficiencies for each area:

District Management/School Management:

\_\_\_\_\_ Educational Services

Delivery & Measuring Student Performance:

\_\_\_\_\_ Personnel Management:

\_\_\_\_\_ Community Involvement:

\_\_\_\_\_ Facilities Use/Management:

\_\_\_\_\_ Asset/Risk Management:

\_\_\_\_\_ Financial

Management/Planning & Budgeting:

\_\_\_\_\_ Transportation/Food

Service/School Safety:

\_\_\_\_\_ Technology:

\_\_\_\_\_ Purchasing:

\_\_\_\_\_

3. What are some suggestions or opportunities for improvement that you see to enhance the efficiency and effectiveness of district/school operations?

\_\_\_\_\_

4. In your opinion, how effective is the district's effort to implement cooperative decision making, and how effective is the implementation of cooperative decision making at your school?

\_\_\_\_\_

5. a. For principal: How often does the assistant superintendent visit your school?

\_\_\_\_\_

5. b. Are you and your staff receiving the services you need from district-level offices/departments? If no, why not and what are the services you need?

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6. For principal: Describe your role in TISD's budget process? Do you have any suggestions for improvement?

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7. For principal: What is the extent of your authority in employment decisions?

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8. List and briefly describe any innovative/creative programs at this school (bring back materials on each program identified).

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9. Is there anything else you'd like to say that we haven't asked about? Please share any insights or issues that you feel we should be sure to explore as we conduct the study.

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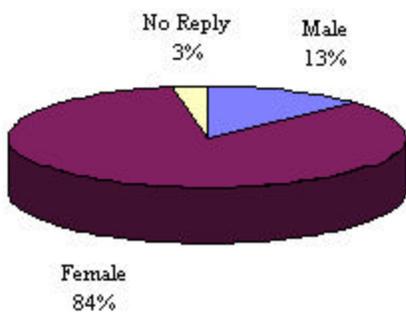
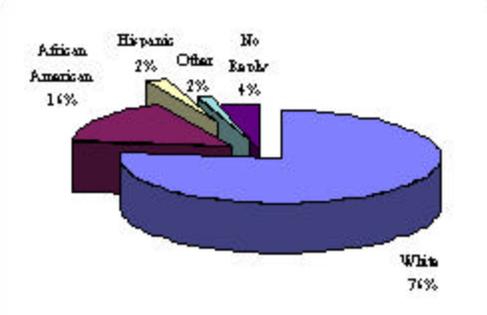
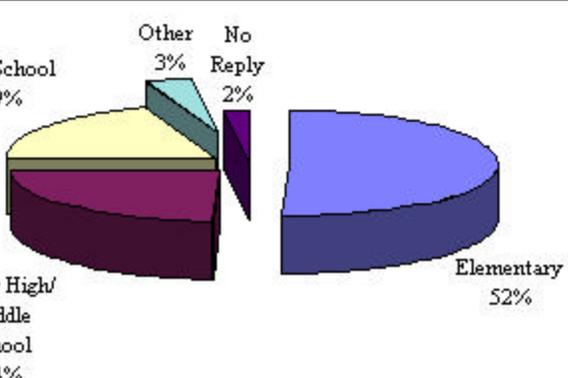
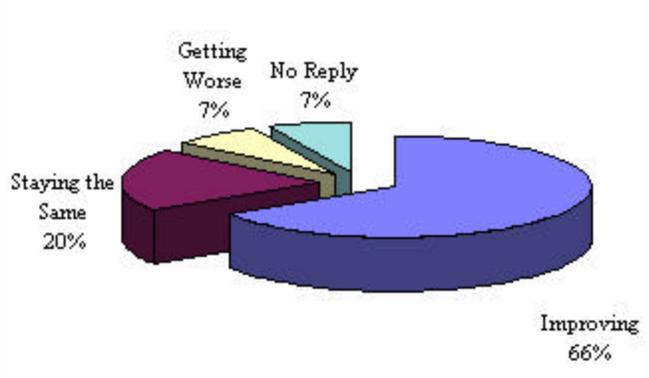
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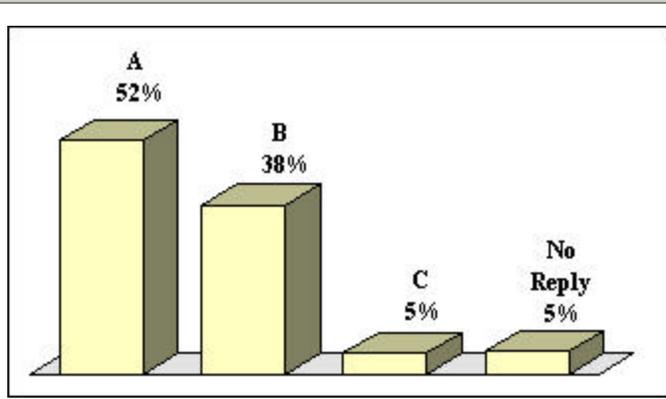
# APPENDIX D

## TEACHER SURVEY RESULTS

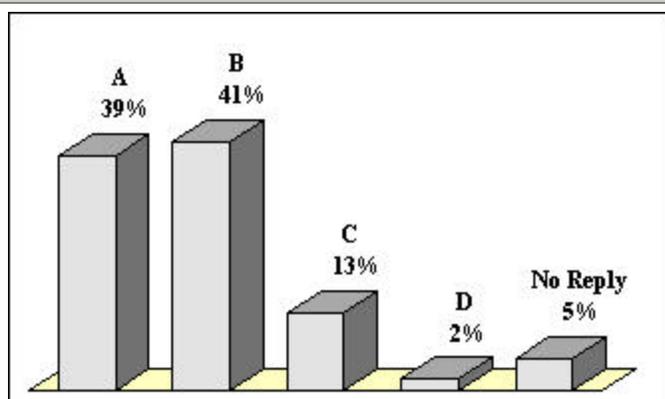
(Written/Self-Administered)  
Population  
n=634

### Demographics

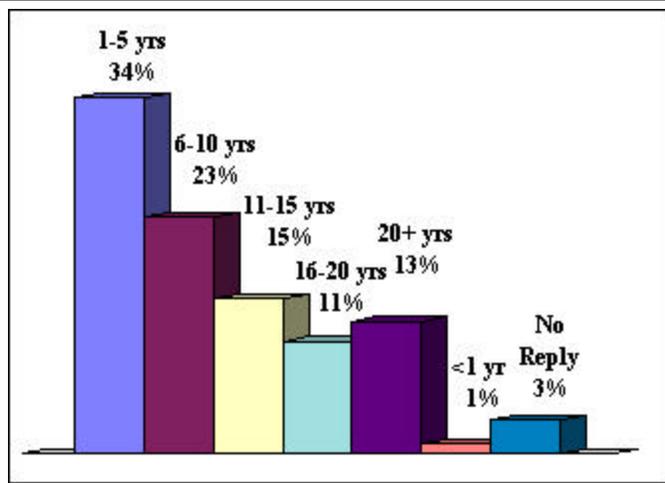
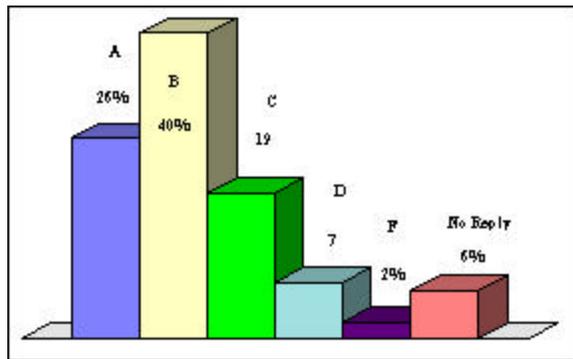
1. I am...	2. I am...																						
 <p>A 3D pie chart showing the gender distribution of the survey population. The largest slice is Female at 84%, followed by Male at 13%, and No Reply at 3%.</p> <table border="1"> <thead> <tr> <th>Gender</th> <th>Percentage</th> </tr> </thead> <tbody> <tr> <td>Female</td> <td>84%</td> </tr> <tr> <td>Male</td> <td>13%</td> </tr> <tr> <td>No Reply</td> <td>3%</td> </tr> </tbody> </table>	Gender	Percentage	Female	84%	Male	13%	No Reply	3%	 <p>A 3D pie chart showing the ethnic distribution of the survey population. The largest slice is White at 76%, followed by African American at 14%, No Reply at 4%, Hispanic at 2%, and Other at 2%.</p> <table border="1"> <thead> <tr> <th>Ethnicity</th> <th>Percentage</th> </tr> </thead> <tbody> <tr> <td>White</td> <td>76%</td> </tr> <tr> <td>African American</td> <td>14%</td> </tr> <tr> <td>No Reply</td> <td>4%</td> </tr> <tr> <td>Hispanic</td> <td>2%</td> </tr> <tr> <td>Other</td> <td>2%</td> </tr> </tbody> </table>	Ethnicity	Percentage	White	76%	African American	14%	No Reply	4%	Hispanic	2%	Other	2%		
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3. In what type of school do you work?	4. I think the overall quality of education in TISD is...																						
 <p>A 3D pie chart showing the types of schools where teachers work. The largest slice is Elementary at 52%, followed by Junior High/Middle School at 24%, High School at 19%, Other at 3%, and No Reply at 2%.</p> <table border="1"> <thead> <tr> <th>School Type</th> <th>Percentage</th> </tr> </thead> <tbody> <tr> <td>Elementary</td> <td>52%</td> </tr> <tr> <td>Junior High/Middle School</td> <td>24%</td> </tr> <tr> <td>High School</td> <td>19%</td> </tr> <tr> <td>Other</td> <td>3%</td> </tr> <tr> <td>No Reply</td> <td>2%</td> </tr> </tbody> </table>	School Type	Percentage	Elementary	52%	Junior High/Middle School	24%	High School	19%	Other	3%	No Reply	2%	 <p>A 3D pie chart showing teachers' perceptions of the overall quality of education in TISD. The largest slice is Improving at 66%, followed by Staying the Same at 20%, Getting Worse at 7%, and No Reply at 7%.</p> <table border="1"> <thead> <tr> <th>Quality Perception</th> <th>Percentage</th> </tr> </thead> <tbody> <tr> <td>Improving</td> <td>66%</td> </tr> <tr> <td>Staying the Same</td> <td>20%</td> </tr> <tr> <td>Getting Worse</td> <td>7%</td> </tr> <tr> <td>No Reply</td> <td>7%</td> </tr> </tbody> </table>	Quality Perception	Percentage	Improving	66%	Staying the Same	20%	Getting Worse	7%	No Reply	7%
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5. What grade would you give the teachers in TISD?	6. What grade would you give the school level administration in TISD?																						



7. What grade would you give the district-level administrators in TISD?



9. How long have you taught in TISD?



		Yes	No	No Response	% Total
10.	Does your particular campus have clearly defined goals and objectives that are both measurable and realistic (i.e., achievable)? If so, are they documented?	59%	37%	4%	100%

*Comments*

- Goals are stated and printed, but most are not addressed during the year
- The document is bulky; difficult to read and understand
- Many of the goals are unrealistic without more time and money
- Some goals are not achievable for some campuses

		Yes	No	No Response	& Total
11.	Are these goals and objectives clearly communicated throughout the district and the community? If so, how are they communicated?	64%	20%	16%	100%

***Methods of Communication***

- Newsletters, mail-outs, Plan of Action, handbook
- CPOC and PTA meetings, in-service workshops

***Problems with Communication***

- Parents and community leaders don't attend meetings
- Newsletters and mail-outs may not be read

TISD personnel understand, but are unsure if the community understands the goals and objectives

12.	<b>What are the major issues impacting your campus within TISD?</b>
-----	---

***Major Issues***

- Attendance/drop-out rate
- Low TAAS scores
- Need for more aides
- Improving bilingual (ESL) education
- Lack of parental guidance
- Safety and Security
- Growing number of at-risk students
- Behavioral problems, gangs, drugs
- Poor facility maintenance
- Meeting the federal guidelines
- Overcrowding

Improving technological teaching

		Yes	No	No Response	% Total
13.	Are there specific problems or issues associated with any of the functional	48%	23%	29%	100%

<b>focus areas our project team is reviewing?</b>				
---	--	--	--	--

*Problem Areas*

- District Organization & Management
- Educational Service Delivery
- Campus administration
- Purchasing & Warehousing
- Community Involvement
- Parent non-involvement
- Facilities Management
- Financial Management
- Low wages
- Personnel Management
- Food Service
- School board
- Transportation
- Safety & Security
- Bond issue

	Yes	No	No Response	% Total
<b>14. Can you recommend any cost savings or improvements that would enhance the efficiency and effectiveness of the functional areas under review?</b>	<b>41%</b>	<b>25%</b>	<b>34%</b>	<b>100%</b>

*Recommendations for Savings/Improvements*

- Seek more community involvement (fund-raisers and volunteers)
- Reduce salaries of top administrators
- Reduce the size of the high school coaching staff
- Improve warehousing (pricing and quality)
- Cut athletic spending, funnel funds to academics
- More preventative campus maintenance
- Full teaching loads for all teachers/coaches
- Aides to assist with non-teaching duties

- More site-based management      A successful bond election would provide funds necessary for many improvements

	Effective	In-Effective	No Response	% Total
15. <b>How effective is site-based decision making at your campus? In the district? Do you feel that you are empowered to make critical administrative and/or management decisions without interference from district or campus administration? Are you held accountable for the decisions you make?</b>	42%	38%	20%	100%

*Comments*

- Site-based decision making would be more effective with clearer guidelines and more latitude
- Department chairs make the decisions

Central administration and the school board make the decisions

*Empowerment*

- 37% of the respondents stated they do feel empowered to make decisions on their campus
- 7% of the respondents stated they do not feel empowered to make decisions on their campus

**NOTE: The remaining 56% were non respondents**

*Accountability*

- 34% of the respondents stated that they are held accountable for the decisions they make

**NOTE: The remaining 66% were non respondents**

	Yes	No	No Response	% Total
16. <b>Do you feel that the lines of communication between you and the district offices/departments are sufficient</b>	58%	24%	18%	100%

<b>to provide you with information necessary to carry out your responsibilities? How about the communication between you and your subordinates?</b>				
---	--	--	--	--

***Communication with District***

- Some lower level administrators fail to communicate their specific intentions regarding policies and procedures
- Communication with campus and district administration is sufficient, however superiors should be more forthcoming with information and in a more timely manner

***Communication with Subordinates***

- Communication with subordinates needs improvement

		Yes	No	No Response	% Total
<b>17.</b>	<b>Are you and your staff receiving the services you need from district administration or campus administration?</b>	<b>63%</b>	<b>22%</b>	<b>15%</b>	<b>100%</b>

***Comments***

- Shorten delay for receiving supplies IRC is a great help

		Effective	In-Effective	No Response	% Total
<b>18.</b>	<b>How effective are the policies and procedures governing your campus? If they are not effective, do you have suggestions for improvement?</b>	<b>67%</b>	<b>12%</b>	<b>21%</b>	<b>100%</b>

***Comments***

- The Zero Tolerance rule is totally in-effective Asst. Principals do not enforce discipline rules

		<b>Familiar</b>	<b>Not Familiar</b>	<b>No Response</b>	<b>% Total</b>
<b>19.</b>	<b>How familiar are you with the various programs currently administered by the district? Which of these programs do you perceive to be effective and why?</b>	<b>47%</b>	<b>21%</b>	<b>32%</b>	<b>100%</b>

*Effective Programs*

- Vocational Ed.
- Special Ed.
- Gifted and Talented
- Target
- TASC
- Bilingual Ed.
- TAAS
- Boot Camp
- Head Start
- PACE
- Reading Recovery

		<b>Yes</b>	<b>No</b>	<b>No Response</b>	<b>% Total</b>
<b>20.</b>	<b>Think about specific instructional and support programs at your campus. Do you think they are adequately supported by the district (e.g., Gifted and Talented, Vocational Ed., Bilingual Ed., etc.)?</b>	<b>53%</b>	<b>30%</b>	<b>17%</b>	<b>100%</b>

*Adequately Supported Programs*

- Gifted and Talented over-funded

*In-adequately Supported Programs*

- Fine Arts not supported
- Special Ed. needs more support
- Bilingual Ed. needs more support

Vocational Ed. needs more support

		<b>Yes</b>	<b>No</b>	<b>No Response</b>	<b>% Total</b>
<b>21.</b>	<b>What is your authority regarding</b>	<b>37%</b>	<b>45%</b>	<b>18%</b>	<b>100%</b>

<b>employment and placement decisions?</b>				
--	--	--	--	--

*Comments*

- Served on a committee, but felt as though decisions were already made
- I am consulted/my input is considered

Teachers serve on hiring committees

		Yes	No	No Response	% Total
22.	<b>Are technology and automated services adequately provided in the district? If not, do you have any suggestions on how technology could be used to increase the district's efficiency and effectiveness?</b>	38%	46%	16%	100%

*Comments*

- Central administration receives latest technology while campuses suffer
- Our current technology needs to be updated
- More computers are needed, at least one per classroom
- Teachers should not have to write grants to obtain equipment and technology

		Yes	No	No Response	% Total
23.	<b>Is technology adequate to support programs/responsibilities for which your campus is responsible? If not, how would you suggest that technology be used to increase efficiency at your campus?</b>	38%	40%	22%	100%

*Comments*

- More capable of supporting responsibilities than in the past
- Need more computers and current software

		Yes	No	No Response	% Total
24.	<b>Do you feel the district adequately supports your campus? If not, what would you change and what additional support would you need to operate efficiently?</b>	52%	30%	18%	100%

*Suggestions for Improvements*

- More teachers, aides, and counselors
- Eliminate top-heavy administrators
- Campus maintenance needs improvement
- Average students need more attention
- Reduce IB program funding
- Better campus security

		Yes	No	No Response	% Total
25.	<b>Is the current staffing at your campus adequate to meet the current workload? If not, what do you feel represents an adequate staffing level?</b>	34%	54%	12%	100%

*Comments*

- Need more minority teachers and administrators
- More aides to assist with paperwork
- Redistribution of student to teacher ratio
- More teachers

		Yes	No	No Response	% Total
26.	<b>Is your campus currently over-staffed based on the current workload? If so, what suggestions do you have to improve efficiency?</b>	4%	79%	17%	100%

### *Suggestions*

- Too many coaches
- Should have smaller math and English classes

Central administration is over-staffed

		Yes	No	No Response	% Total
27.	<b>Have you examined the work activities and related processes in your campus? If so, do you feel your aide(s) is productive based on the work processes currently in place?</b>	44%	31%	25%	100%

### *Comments*

- Aides are productive      Aides are over-worked

		Yes	No	No Response	% Total
28.	<b>How do you measure the performance of the aides on your campus? Are the criteria and processes used effective?</b>	28%	34%	38%	100%

### *Methods of Evaluation*

- TEA Evaluation instrument
- Principals and teachers observe and evaluate aides

Written evaluations

		Yes	No	No Response	% Total
29.	<b>How is your performance measured? Do you feel that the current performance system is adequate and fair?</b>	38%	16%	46%	100%

### *Methods of Evaluation*

- TTAS
- TAAS scores
- Classroom visits/principal observation and evaluation
- Written evaluations

		Yes	No	No Response	% Total
30.	Do you actively participate in the budget process?	39%	44%	17%	100%
31.	How do you participate in the budget process?				

*Participation*

- Teacher requests are made within the department
- Department chair's make budget requests
- CPOC makes budget decisions
- Requests are given to the principal

		Yes	No	No Response	% Total
32.	Is the budget used as a planning and management tool?	40%	16%	44%	100%
		Effective	In-Effective	No Response	% Total
33.	How efficient is the budget process?	35%	16%	49%	100%
		Yes	No	No Response	% Total
34.	Do you feel that the establishment of priorities and subsequent resource allocation based on those priorities is fair?	37%	20%	44%	100%

*Comments*

- Priorities are based on ideas of the committee
- Priorities should be periodically

evaluated

- Issues that will effect us should be voted on
- Moneys need to be redistributed, less should be given to extra curricular activities

		Often	Not Often	No Response	% Total
35.	How often is training offered by the district? Do you feel that training is a priority of the district?	60%	19%	21%	100%

*Training is a Priority of the District*

- 63% of the respondents stated they do feel training is a priority of the district
- 5% of the respondents stated they do not feel that training is a priority of the district

**NOTE: The remaining 32% were non respondents**

		Yes	No	No Response	% Total
36.	Do you attend training? Do you encourage your aide(s) to attend training/seminars?	87%	2%	11%	100%

*Encouragement of Aides to Attend Training*

- 25% of the respondents stated they do encourage their aides to attend training
- Only 2% stated they did not encourage their aides to attend training

**NOTE: 73% were non respondents or the question was not applicable to them**

		Yes	No	No Response	% Total
37.	Do you feel that the Board and administration work well together? Do you have any suggestions for improvement?	23%	56%	21%	100%

***Suggestions for Board Improvements***

- Constant conflicts and lack of communication among board members
- More of the board's focus should be on the education of children
- Would like to elect all new board members
- The board should try to understand topics before or during meetings to make an informed vote
- Board members should visit classes

		Good/ Fair	Poor	No Response	% Total
38.	<b>What do you think about the physical conditions of administrative or campus facilities? Describe problems, if any.</b>	19%	65%	16%	100%

***Suggestions for Improvement***

- Bathrooms are frequently out-of-order
- Portables are not insulated
- Brighter lighting is needed in hallways
- Facilities not handicapped accessible
- Need emergency phones in the portables
- Roofs leak
- In need of fresh paint and grounds maintenance
- Removal of graffiti

39.	<b>How does your campus solicit parental input and community involvement? If there is an area that needs improvement what would you suggest?</b>
-----	--

***Methods of Soliciting Parental Input***

- CPOC and parent/teacher
- Volunteers. fund-raisers.

meetings

booster club

- Newspaper and progress reports, surveys
- Homework Hot-line, educational channel

*No suggestions for improvement were given.*

		<b>Good/ Fair</b>	<b>Poor</b>	<b>No Response</b>	<b>% Total</b>
<b>40.</b>	<b>How does the transportation system work at your campus or for the district? Do you have any suggestions for improvement?</b>	<b>42%</b>	<b>12%</b>	<b>46%</b>	<b>100%</b>

*Suggestions for Improvement*

- Develop more routes because of overcrowding
- Train drivers to deal with children
- Install seat belts
- Make buses more handicapped accessible
- More safety lights on buses
- Maintenance of buses should be a priority

		<b>Efficient</b>	<b>In- Efficient</b>	<b>No Response</b>	<b>% Total</b>
<b>41.</b>	<b>How efficient are the procurement and purchasing functions at your campus? Do you have any suggestions for improvement?</b>	<b>35%</b>	<b>58%</b>	<b>7%</b>	<b>100%</b>

*Suggestions for Improvement*

- Regularly requested supplies should be kept in surplus, rather than running out and waiting for re-order
- Would like to see site-based
- Procurement, purchasing, and warehousing should be set up on a districtwide network

purchasing implemented

		<b>Good/ Fair</b>	<b>Poor</b>	<b>Response</b>	<b>Total</b>
<b>42.</b>	<b>What are your perceptions of safety and security at your campus or the district? Do you have any suggestions for improvement?</b>	<b>22%</b>	<b>86%</b>	<b>2%</b>	<b>100%</b>

*Suggestions for Improvement*

- More professionally trained officers
  - Remove pad locks and replace them with alarms
  - Crossing guards and traffic lights at campuses
  - Up-date electrical wiring
  - Better lighting on campuses at night
  - Install emergency phones in the portables
  - Improve facilities for the handicapped
- Enclosed campuses with fences

		<b>Efficient</b>	<b>In- Efficient</b>	<b>No Response</b>	<b>% Total</b>
<b>43.</b>	<b>How efficient is your campus or district food service program? What suggestions do you have for improvement?</b>	<b>24%</b>	<b>71%</b>	<b>5%</b>	<b>100%</b>

*Suggestions for Improvement*

- Serve more nutritional food (less fatty)
  - Faster service and more polite workers
  - Teachers should pay less
  - Cafeteria space is too small
  - Food Service is understaffed
- Managers should be bilingual

<b>44.</b>	<b>What do you think are the positive attributes of educational service</b>
------------	---

	<b>delivery (ESD) at your campus or the district? What aspects of ESD or instructional programs need improvement?</b>
--	---

*Commendations*

- Dedicated staff and caring teachers
- Students needs are being met
- Supportive parents
- Current events are informative

*Suggestions for Improvement*

- Student/teacher ratio; more aides
  - Need more supplies
  - Up-date current and add more technology
- More tutorial classes; improve test scores

<b>45.</b>	<b>What are your comments regarding the overall efficiency and effectiveness of TISD?</b>
------------	---

*Comments*

- |  |  |
|--|--|
| <ul style="list-style-type: none"> <li>• Teachers need pay raises</li> <li>• There is room for improvement</li> <li>• Buildings are in much need of repair</li> <li>• Improve communication within the district with technology</li> </ul> | <ul style="list-style-type: none"> <li>• Overall TISD is doing a good job</li> <li>• Classrooms need current technology</li> <li>• Teachers really do care</li> </ul> <p>More funds should be put into academics</p> |
|--|--|

<b>46.</b>	<b>Are there any concerns or general comments you would like to share with us that we haven't asked about that you feel we should explore as we conduct the study?</b>
------------	--

*Comments*

- |  |  |
|--|--|
| <ul style="list-style-type: none"> <li>• Reduce paperwork</li> </ul> | <ul style="list-style-type: none"> <li>• Improve facilities maintenance</li> </ul> |
|--|--|

- We need more money
  - Address overcrowding and discipline problems
  - Improve Safety and Security
- Student/teacher ratio
  - Develop ways to handle racial tensions
- Increase parent/community involvement

# APPENDIX D

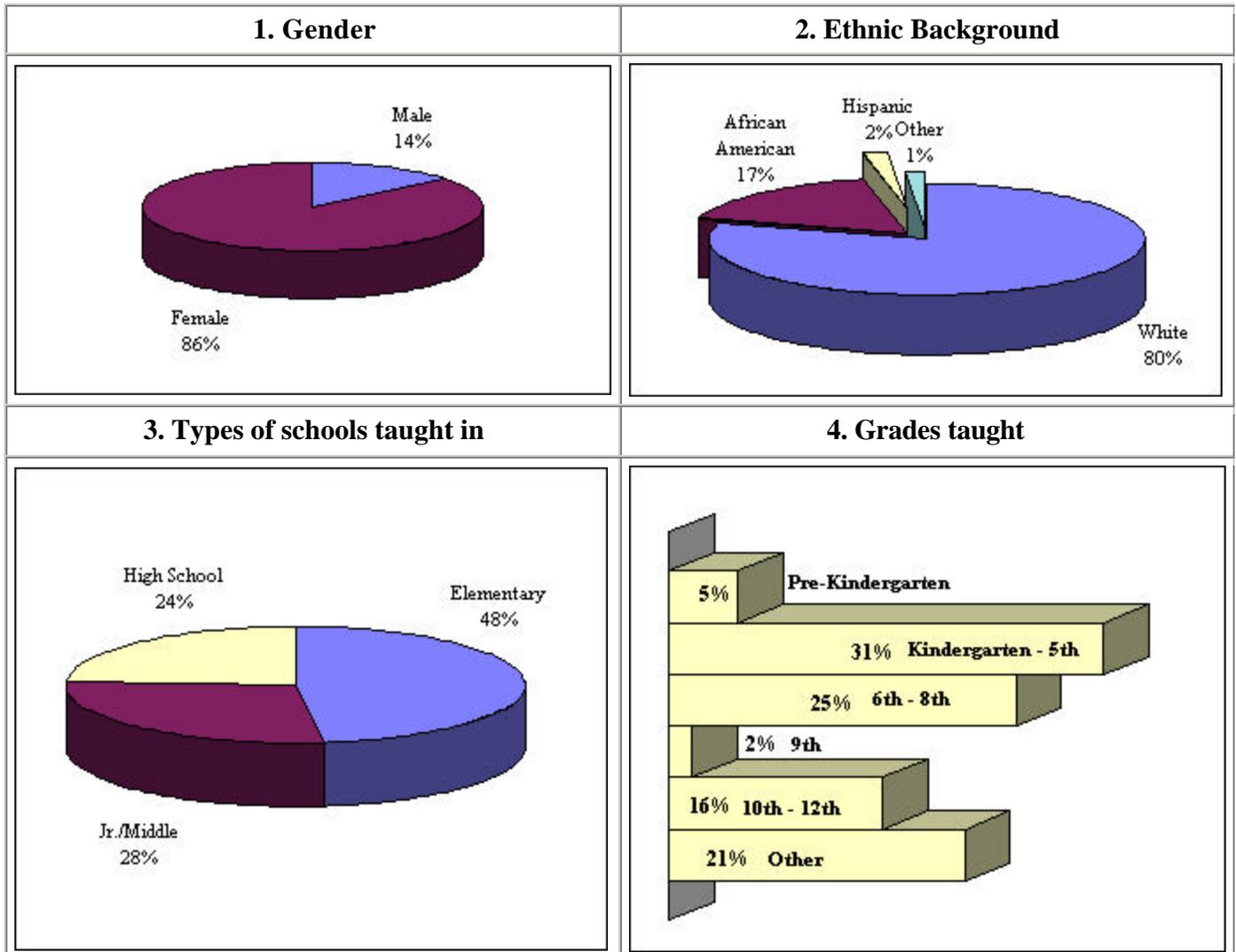
## TEACHER SURVEY RESULTS

(Telephone Interviews)

Population

n=280

### Demographics



<i>Survey Question</i>		<i>Survey Response</i>				
		1-5 years	6-10 years	11-15 years	16+ years	Total
1.	How long have you been a teacher in TISD?	39%	25%	14%	22%	100%

2.	For the following set of questions please use the grades A, B, C, D, or F to signify how well they do.						
		<b>A</b>	<b>B</b>	<b>C</b>	<b>D</b>	<b>F</b>	<b>Total</b>
a.	In general, what grade would you give the TISD board of trustees...	7%	38%	41%	10%	4%	100%
b.	What grade would you give the superintendent of TISD...	36%	40%	19%	4%	1%	100%
c.	In general, what grade would you give the other district-level administration in TISD...	29%	50%	18%	3%	-	100%
d.	In general, what grade would you give the campus-level administration in TISD...	43%	40%	11%	5%	1%	100%
e.	In general, what grade would you give the teachers in TISD...	52%	45%	3%	-	-	100%
3.	Now on a scale of 1 thru 5, with 1 meaning you Strongly Disagree and 5 meaning you Strongly Agree, please tell how you feel about each of the following. Remember a 5 is a strong agreement and 1 is a strong disagreement with a 3 being neither agreeing nor disagreeing.						
		<b>Strongly Disagree</b>		<b>Strongly Agree</b>		<b>Total</b>	
a.	Learning and education are the main priorities in TISD...	1%	1%	8%	26%	64%	100%
b.	Emphasis on learning has increased in recent years in TISD...	3%	5%	13%	31%	48%	100%

c.	TISD schools are safe from crime and provide a secure learning environment...	4%	17%	25%	37%	17%	100%
d.	Schools effectively handle behavioral problems...	6%	20%	24%	35%	15%	100%
e.	The necessary supplies and materials are made available to support instruction at TISD...	7%	14%	20%	32%	27%	100%
f.	Students are motivated to learn in TISD...	2%	6%	22%	46%	24%	100%
g.	Teachers are knowledgeable in the subject areas they teach...	-	1%	7%	43%	49%	100%
h.	Teachers care about the educational needs of the students in TISD...	-	1%	4%	33%	62%	100%
i.	Principles/assistant principals actively work to meet students' needs...	1%	5%	15%	30%	49%	100%
j.	Parents, in general, take responsibility for their children's behavior in TISD...	14%	33%	31%	18%	4%	100%
k.	Parents are satisfied with	1%	6%	40%	43%	10%	100%

	the education students receive in TISD...						
l.	District operations are cost effective and efficient...	7%	19%	41%	24%	9%	100%
m.	Site-base decision management is implemented effectively in TISD...	7%	14%	20%	33%	26%	100%
n.	Instructional consultants are effective in their roles in TISD...	8%	12%	20%	32%	28%	100%
4.	Going back to the grading scale, please tell me how you would rate the following using the <b>A, B, C, D,</b> and <b>F</b> grade.						
		<b>A</b>	<b>B</b>	<b>C</b>	<b>D</b>	<b>F</b>	<b>Total</b>
a.	The school boards' knowledge of the educational needs of students in TISD...	3%	22%	45%	19%	11%	100%
b.	The school board members' ability to establish effective district policies...	4%	30%	41%	19%	6%	100%
c.	The superintendent's role as instructional leader of TISD...	29%	40%	21%	7%	3%	100%
d.	The superintendent's role as chief administrator (manager) of TISD...	39%	37%	17%	5%	2%	100%

e.	Your principal's work as instructional leader of your school...	56%	27%	12%	3%	2%	100%
f.	Your principal's work as the manager of school staff and teachers...	54%	26%	15%	3%	2%	100%
g.	Instructional consultants work as instructional leaders in their schools...	38%	34%	20%	6%	2%	100%
h.	Teachers attitudes about their jobs...	19%	53%	22%	5%	1%	100%
i.	Amount of classroom time dedicated to TAAS preparation...	42%	39%	15%	3%	1%	100%
j.	Parents' efforts in assisting with the education and learning process...	8%	27%	44%	14%	7%	100%
k.	Parents participation in school activities/organizations...	14%	28%	37%	13%	8%	100%
l.	District relationships with various groups in the community...	21%	48%	24%	5%	2%	100%
m.	District's use of technology as an instructional tool on your campus...	28%	33%	21%	14%	4%	100%

n.	District's use of technology for administrative purposes...	35%	39%	20%	4%	2%	100%
o.	District's use of programs for bilingual students...	29%	36%	24%	9%	2%	100%
p.	Conditions of TISD facilities...	7%	33%	37%	15%	8%	100%
5.	For the next few questions please answer <b>YES</b> or <b>NO</b> .						
		<b>Yes</b>	<b>No</b>				<b>Total</b>
a.	Does TISD fill vacancies and make promotions in staff/administration positions based on individual qualifications?	79%	21%				100%
b.	Does an effective line of communication exist between your school and the central administration?	81%	19%				100%
c.	Do you have sufficient time for planning curriculum at your campus?	62%	38%				100%
6a.	In what one or two ways could the operational efficiency of TISD be improved? [Record Responses Verbatim and Probe]						
			<b>Weighted Totals</b>				
			Increase teacher, parent, and community	25%			

		involvement and decision making power		
		Update and increase technology	13%	
		Hire more efficient and productive teachers, staff and administration	11%	
		Control discipline problems	10%	
		Make board more accountable to parents and students	9%	
		Increased and more efficient management of funds	9%	
		Improve conditions of facilities	8%	
		Improve curriculum and state test scores	7%	
		Other Issues	5%	
		Everything is Fine	4%	
6b.	What other way? [Record Responses Verbatim]			
	<b>Weighted Totals</b>			
		Increase teacher, parent. and	18%	

		community involvement and decision making power					
		Update and increase technology	18%				
		Improve curriculum and state test scores	18%				
		Hire more efficient and productive teachers, staff and administrators	12%				
		Increased and more efficient management of funds	12%				
		Control discipline problems	10%				
		Make board more accountable to parents and students	10%				
		Improve facilities	9%				
		Other Issues	5%				
7.	Again, using the grading system, please grade the combined efficiency and effectiveness for each of the following district-wide services of TISD.						
		<b>A</b>	<b>B</b>	<b>C</b>	<b>D</b>	<b>F</b>	<b>Total</b>
a.	Instructional services...	39%	46%	12%	3%	-	100%
b.	Maintenance services...	16%	38%	29%	11%	6%	100%
c.	Custodial services...	23%	37%	24%	11%	5%	100%

d.	Transportation services...	33%	53%	12%	2%	-	100%	
E.	Personnel services...	32%	49%	16%	2%	1%	100%	
f.	Food services...	24%	41%	25%	7%	3%	100%	
g.	Financial services...	20%	48%	25%	5%	2%	100%	
h.	Staff development...	36%	37%	21%	5%	1%	100%	
i.	Management Information Services...	24%	47%	26%	2%	1%	100%	
j.	Purchasing...	14%	45%	31%	6%	4%	100%	
k.	Planning and Budgeting...	17%	48%	29%	4%	2%	100%	
l.	Now, please give me an overall grade for the operations of TISD...	16%	57%	26%	1%	-	100%	
<b>Demographics</b>								
		<b>Male</b>	<b>Female</b>				<b>Total</b>	
D1.	Gender	14%	86%				100%	
		<b>White</b>	<b>African American</b>	<b>Hispanic</b>	<b>Other</b>	<b>Refused</b>	<b>Total</b>	
D2.	This question is completely optional. Are you...	79%	16%	2%	3%	-	100%	
		<b>Elementary</b>		<b>Jr. High/ Middle</b>	<b>High School</b>	<b>Total</b>		
D3.	Types of schools those surveyed teach in.	48%		28%		24%	100%	
		<b>Pre-K</b>	<b>K-5<sup>th</sup></b>	<b>6<sup>th</sup>-8<sup>th</sup></b>	<b>9<sup>th</sup></b>	<b>10<sup>th</sup>-12<sup>th</sup></b>	<b>Total</b>	
D4.	Grades taught	5%	31%	25%	2%	16%	21%	100%

**Thank you very much for your cooperation. If you have additional comments please call the Texas Comptroller's Office.**

# APPENDIX E

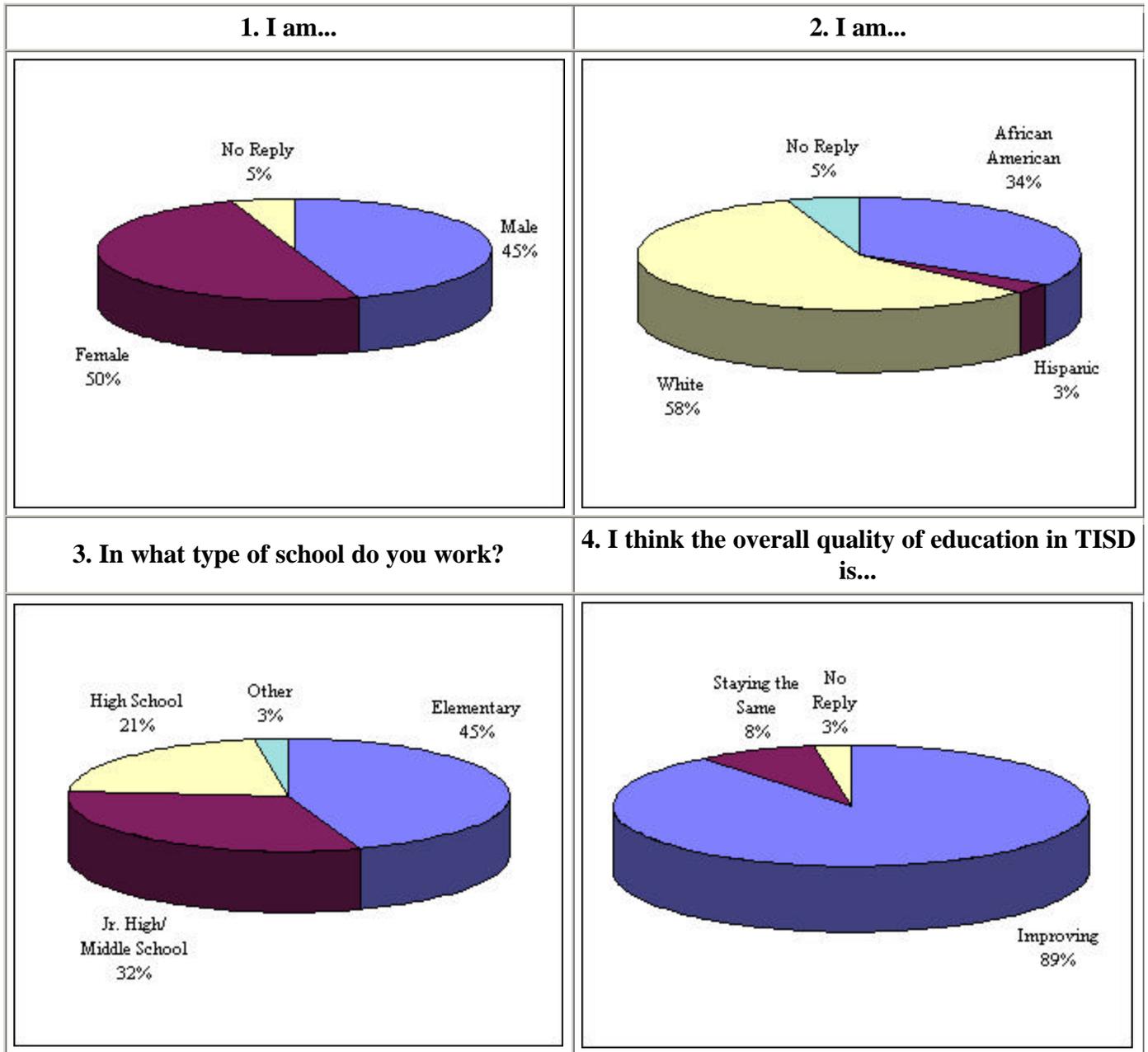
## PRINCIPAL/ASSISTANT PRINCIPAL SURVEY RESULTS

(Written/Self-Administered)

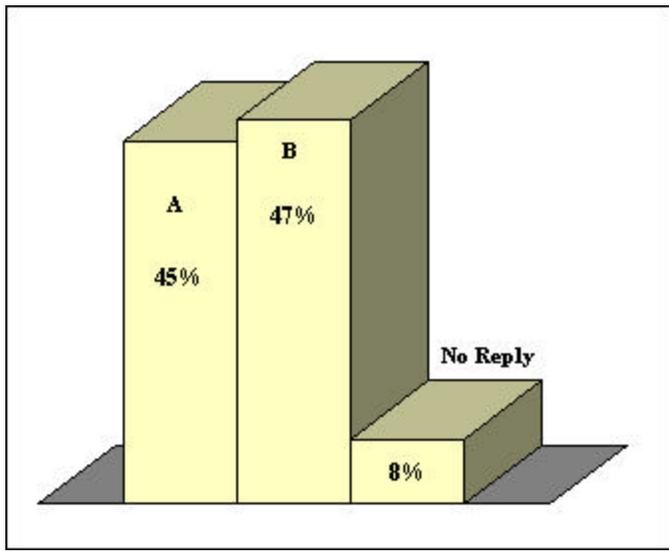
Population

n=38

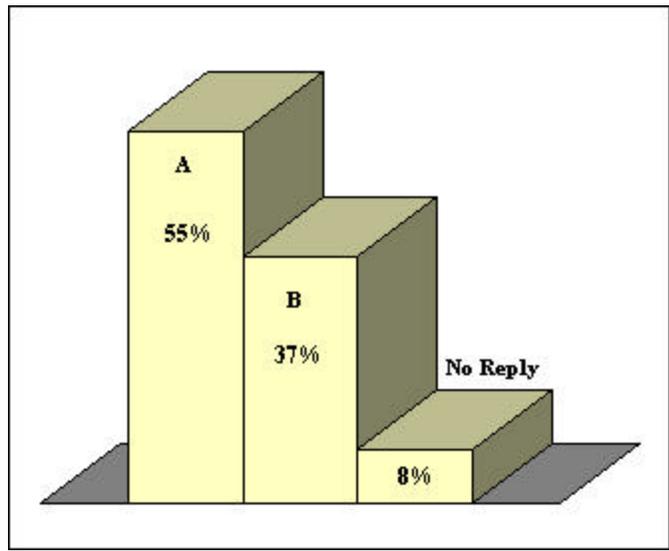
### Demographics



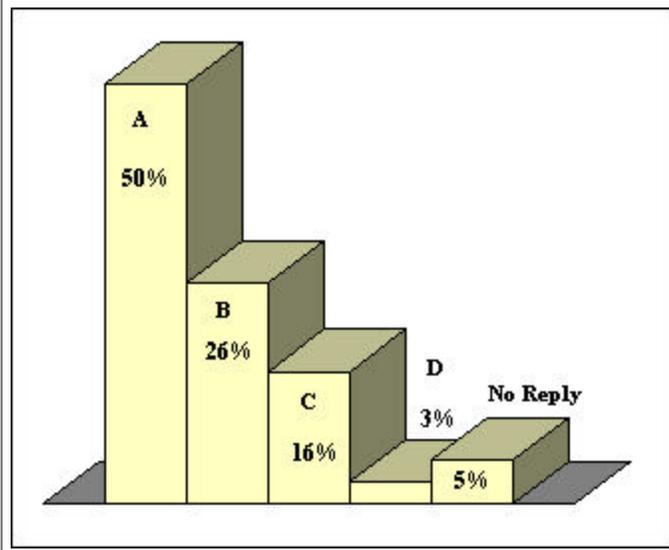
5. What grade would you give the teachers in TISD?



6. What grade would you give the teachers in TISD?



7. What grade would you give district level administrators in TISD?



		Yes	No	No Response	% Total
8.	Does your campus have clearly defined goals and objectives that are both realistic (i.e., achievable)? If so, are they documented?	100%	0%	0%	100%

*Documentation*

- Goals are listed in the Campus Plan of Action
- The Campus Management System explores monthly objectives and student performance

They are documented in test data, lesson plans, professional development records and a variety of other records kept on campus

	Yes	No	No Response	% Total
9. <b>Are goals and objectives clearly communicated throughout the district and the community? If so, how are they communicated?</b>	87%	13%	0%	100%

***Methods of Communication***

- Discussed before the Campus Performance Objectives Council (CPOC), and at PTA and school board meetings
- Displayed in the library and administrative offices
- Broadcast on the education channel on television and the Homework Hot-line

***Problems with Communication***

- Parents know the goals and objectives are available for review, but communicating the actual goals could be improved
- More communication is needed in the Hispanic community

Goals and objectives are distributed in the first six-weeks report folder and Campus Plan of Action

<b>10. What are the major issues impacting your campus within TISD?</b>
---

***Major Issues***

- Poor facility maintenance
- Lack of funding
- Need more computers as well as update current
- TAAS test scores
- Student discipline
- Delay of the bond issuance resulting from a letter from the Justice

technology

Department

- Lack of leadership by the School Board
- Safety and Security
- Public attacks on the quality of education TISD is giving their children
- More parental involvement
- Growing number of at-risk students
- Not enough classrooms/overcrowding
- Parents choosing private or home schooling over a TISD education
- Poor performances by minority students

		Yes	No	No Response	% Total
11.	<b>Are there specific problems or issues associated with any of the functional focus areas our project team is reviewing?</b>	73%	11%	16%	100%

*Problem Areas*

- Safety and Security needs more funds allocated and a larger staff of trained officers
- Procurement and purchasing would be more efficient on a district-wide network
- District Organization and Financial Management
- Better qualified Bilingual teachers
- Food Service workers need better management and training in how to deal with children
- All areas of Facilities are in much need of improvement
- Transportation: more drivers and training
- Getting the community more involved with the school

Improving TAAS scores

		Yes	No	No Response	% Total
12.	<b>Can you recommend any cost savings or improvements that would enhance the</b>	47%	29%	24%	100%

<b>efficiency and effectiveness of the functional areas under review?</b>				
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***Recommendations to Enhance Savings/Improvements***

- Bond election would provide funds needed for facilities, security and other much needed campus improvements
- Update/overhaul current computer system to connect campuses to central administration, purchasing and the warehouse
- Volunteers to help with minor facilities improvements and campus fundraising
- Formation of a district police force to help deter vandalism, truancy, etc. on campuses
- Review and streamline staffing assignments
- Implement more energy savings techniques

	<b>Effective</b>	<b>In-Effective</b>	<b>No Response</b>	<b>% Total</b>
<b>13. How effective is site-based decision making at your campus? Do you feel that you are empowered to make critical administrative and/or management decisions without interference from district or campus administration? Are you held accountable for the decisions you make?</b>	<b>60%</b>	<b>37%</b>	<b>3%</b>	<b>100%</b>

***Comments***

- Site-based decision making is improving
- We are working on a plan
- Site-based decision making is effective because it gives teachers the power to make decisions
- Campus administrators and central administration are defining their roles and supporting each other, thereby allowing site-based decision making to work

***Empowerment***

***Accountability***

- 55% of the respondents stated they do feel empowered to make decisions on their campus, but are limited by their budgets
- Only 6% of the respondents stated they do not feel empowered to make decisions on their campus

**NOTE: The remaining 39% were non respondents**

- 53% of the respondents stated that they are held accountable for the decisions they make
- Campuses and principals are held accountable by TAAS scores, student achievements and parents.

**NOTE: The remaining 47% were non respondents**

		Yes	No	No Response	% Total
14.	<b>Do you feel that the lines of communication between you and the district offices/departments are sufficient to provide you with the information necessary to carry out your responsibilities? How about the communication between you and your subordinates?</b>	75%	13%	12%	100%

*Communication*

- District administration and campus personnel work closely together
- The lines of communication are open with the district

*Areas needing Improvement*

- I have problems with personnel, purchasing, and communications
- I should communicate better with subordinates

Communication with subordinates is facilitated by faculty meetings and bulletins

		Yes	No	No Response	% Total
15.	<b>Are you and your staff receiving the services you need from district administration or campus administration?</b>	74%	26%	0%	100%

*Receiving Support*

*Not Receiving Support*

- We receive services as needed from district administration within the constraints of time and money
- Maintenance problems are a constant hassle, things have been promised and not fulfilled
- Instructional team is very strong
- Not enough substitutes in substitute pool
- Improvements have been made
- Some campuses receive more support than others

	<b>Effective</b>	<b>In-Effective</b>	<b>No Response</b>	<b>% Total</b>
<b>16. How effective are the policies and procedures governing your campus? If they are not effective, do you have suggestions for improvement?</b>	<b>87%</b>	<b>13%</b>	<b>0%</b>	<b>100%</b>

*Reasons Effective*

- They are effective because of student centered programs and low staff turnover
- They are periodically updated using TASB guidelines
- CPOC makes most of the decisions concerning campus policies

*Areas needing Improvement*

- Policies and Procedures are not administered consistently
- Some board personnel policies are lacking, but are being looked into

We need more personnel on our campus

	<b>Familiar</b>	<b>Not Familiar</b>	<b>No Response</b>	<b>% Total</b>
<b>17. How familiar are you with the various programs currently administered by the district? Which of these programs do you perceive to be effective and why?</b>	<b>87%</b>	<b>8%</b>	<b>5%</b>	<b>100%</b>

*Effective Programs*

- Performance Plus because it was developed with teacher input
- Special Education because of the high quality staff
- Gifted & Talented, Vocational, Bilingual, Head Start, and Boot Camp
- 504, Life Skill, TAPP and PACE help students to be successful

Site-based decision making

		Yes	No	No Response	% Total
18.	<b>Think about specific instructional and support programs at your campus. Do you think they are adequately supported by the district (e.g., Gifted and Talented, Vocational Education, Bilingual Education, etc.?)</b>	74%	18%	8%	100%

*Adequately Supported*

- Special Education, Bilingual Education are supported, but their needs are becoming greater
- Special Education has very strong support by the district

*In-Adequately Supported*

- Compensatory Education needs additional resources for the at-risk students
- Special Education, DARE and Life Skills are not adequately supported

The IB program receives excessive funding

		Input Considered	None	No Response	% Total
19.	<b>What is your authority regarding employment and placement decisions?</b>	40%	52%	8%	100%

*Authority*

- As principal, I decide employment and placement
- I sit-in on interviews and provide input

*No Authority*

- Campus CPOC interviews and recommends staff
- The principal decides

It is decided among central administration, the campus committee and the principal

		Yes	No	No Response	% Total
20.	<b>Are technology and automated services adequately provided in the district? If not, do you have any suggestions on how technology could be used to increase the district's efficiency and effectiveness?</b>	24%	68%	8%	100%

*Suggestions for Improvement*

- More resources are needed to adequately prepare students
- Efficiency of the district would be enhanced if we were all computer linked
- Frequently, computers are down
- 5 year plan in-place to update technology
- Need more computers in administrative offices and the classrooms
- Should be able to send warehouse and maintenance requests electronically

		Yes	No	No Response	% Total
21.	<b>Is technology adequate to support programs/responsibilities for which your campus is responsible? If not, how would you suggest that technology be used to increase efficiency at your campus?</b>	24%	63%	13%	100%

*Suggestions for Improvement*

- Supply selected campuses with full-time technology specialists
- Keep all student records in computer network
- Students need updated technology for instruction efficiency
- Network district operations

	Yes	No	No	%
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				<b>Response</b>	<b>Total</b>
<b>22.</b>	<b>Do you feel the district adequately supports your campus? If not, what would you change and what additional support would you need to operate efficiently?</b>	<b>81%</b>	<b>16%</b>	<b>3%</b>	<b>100%</b>

*Suggestions for Improvement*

- Clerical and administrative staff should be distributed more evenly among all grade levels
  - A district vision/philosophy needs to be developed specific to each campus
  - Community liaisons and cafeteria monitors would give teachers and administration more time to focus on children and their studies
  - Strengthen the communications department to improve public perception of TISD
  - Increase maintenance staff to facilitate requests
- Additional technological training

		<b>Yes</b>	<b>No</b>	<b>No Response</b>	<b>% Total</b>
<b>23.</b>	<b>Is the current staffing at your campus adequate to meet the current work load? If not, what do you feel represents and adequate staffing level?</b>	<b>37%</b>	<b>60%</b>	<b>3%</b>	<b>100%</b>

*Comments*

- Office and lunchroom monitor staff is inadequate
- Teachers need aides to help with paperwork and other non-teaching tasks

Our pupil to teacher ratio is too high, making it difficult for teachers to effectively teach

	<b>Yes</b>	<b>No</b>	<b>No Response</b>	<b>% Total</b>

24.	<b>Is your campus currently over-staffed based on the current work load? If so, what suggestions do you have to improve efficiency?</b>	0%	100%	0%	100%
-----	---	----	------	----	------

*Comments*

Working overtime without pay is a daily practice

		Yes	No	No Response	% Total
25.	<b>Have you examined the work activities and related processes in your campus? If so, do you feel your aide(s) is productive based on the work processes currently in place?</b>	94%	3%	3%	100%

*Comments*

- Every employee does his/her job so that our school functions properly
- We are productive, but are constantly looking for ways to improve

It is a team effort

		Yes	No	No Response	% Total
26.	<b>How do you measure the performance of your employees in your campus? Are the criteria and processes used effective?</b>	45%	13%	42%	100%

*Methods of Measuring Performance*

- Written evaluations
- District Appraisal and TTAS Evaluations
- Walk through's and observations

*Objections to Current Methods*

- TTAS should be more comprehensive
- I would like to see a new evaluation instrument

TAAS scores

		Yes	No	No Response	% Total
27.	How is your performance measured? Do you feel that the current performance system is adequate and fair?	26%	24%	50%	100%

*Methods of Evaluation*

- Written evaluation
- TAAS scores
- Executive Director of Secondary Ed. Appraisal
- District Job Performance guidelines
- Teacher surveys
- Participation in district activities

		Yes	No	No Response	% Total
28.	Do you actively participate in the budget process?	87%	13%	0%	100%

29.	How do you participate in the budget process?
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*Participation*

- I lead the process and input is solicited from teachers based on their needs
- I submit purchase proposals

I work with CPOC to determine how the campus funds should be allocated

		Yes	No	No Response	% Total
30.	Is the budget used as a planning and management tool?	76%	8%	16%	100%
		Efficient	In-Efficient	No Response	% Total

<b>31.</b>	<b>How efficient is the budget process?</b>	<b>66%</b>	<b>26%</b>	<b>8%</b>	<b>100%</b>
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*Comments*

- We have fund-raiser to support our budget
- District places too much emphasis on the past rather than trying new strategies and ideas

I would suggest that schools with higher numbers of low income students receive more monies per student than schools with higher socio-economic students

		<b>Yes</b>	<b>No</b>	<b>No Response</b>	<b>% Total</b>
<b>32.</b>	<b>Do you feel that the establishment of priorities and subsequent resource allocation based on those priorities is fair?</b>	<b>55%</b>	<b>26%</b>	<b>19%</b>	<b>100%</b>

*Comments*

- Funding not available for supplies or facilities as populations and programs grow
- Resources are allocated based on the number of students in each school
- The Justice department is impairing our ability to allocate our resources appropriately
- It meets the needs of teachers to deliver instruction effectively

		<b>Often</b>	<b>Not Often</b>	<b>No Response</b>	<b>% Total</b>
<b>33.</b>	<b>How often is training offered by the district? Do you feel that training is a priority of the district?</b>	<b>93%</b>	<b>0%</b>	<b>7%</b>	<b>100%</b>

*Comments*

- Continually, with expanded offerings in type and scope

- It is a priority, but I don't believe we have a systematic plan for it

Monies are allocated to instruction first

***Training is a Priority of the District***

- 73% of the respondents stated they do feel training is a priority of the district
- None of the respondents stated that they **do not** feel training is a priority of the district

**NOTE: The remaining 27% were non respondents**

	Yes	No	No Response	% Total
<b>34. Do you attend training? Do you encourage your aide(s) to attend training?</b>	<b>100%</b>	<b>0%</b>	<b>0%</b>	<b>100%</b>

***Encouragement of Aides to Attend Training***

100% of the respondents stated they do encourage their aides to attend training

	Yes	No	No Response	% Total
<b>35. Do you feel the Board and administration work well together? Do you have any suggestions for improvement?</b>	<b>16%</b>	<b>84%</b>	<b>0%</b>	<b>100%</b>

***Suggestions for Board Improvements***

- |   |  |
|---|--|
| <ul style="list-style-type: none"> <li>• Central administration is working as well as it can with a difficult board</li> <li>• The board should be forced to adhere to the State Board Rules and Regulations</li> </ul> | <ul style="list-style-type: none"> <li>• The board has it's own agenda, it should try to work more with the central administration</li> <li>• The board should take classes in consensus building and team work</li> </ul> |
|---|--|

- Convene an entirely new school board
- Organize educators to become pro active in board elections

		<b>Good/ Fair</b>	<b>Poor</b>	<b>No Response</b>	<b>% Total</b>
<b>36.</b>	<b>What do you think about the physical conditions of administrative or campus facilities? Describe problems, if any.</b>	<b>34%</b>	<b>58%</b>	<b>8%</b>	<b>100%</b>

*Comments and Suggestions*

- Our district does the best possible job of facilities/plant up-keep
- More money should be appropriated to facilities maintenance
- Problems include: leaking roofs, overcrowded and aging facilities, faulty door locks, possible fire code violations, poor restroom facility up-keep and maintenance
- Removing graffiti should be a full-time position

<b>37.</b>	<b>How does your campus solicit parental input and community involvement? If there is an area that needs improvement what would you suggest?</b>

*Input Soliciting Practices*

- Newsletters, notes home, phone calls, parent surveys, and various publications
- CPOC workshops, PTA meetings and conferences

*Areas needing Improvement*

- We need to accommodate our non-English speaking parents more
- Develop ways to get parents more involved

		<b>Good/ Fair</b>	<b>Poor</b>	<b>No Response</b>	<b>% Total</b>
--	--	-----------------------	-------------	------------------------	--------------------

38.	<b>How does the transportation system work at your campus? Do you have any suggestions for improvement?</b>	53%	42%	5%	100%
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*Suggestions for Improvement*

- Need more drivers
- Drivers need more training in how to deal with behavioral problems on the bus
- Privatize transportation
- Transportation needs better management for optimum efficiency

Elementary, middle and high school students should not be combined on buses

		<b>Efficient</b>	<b>In-Efficient</b>	<b>No Response</b>	<b>% Total</b>
39.	<b>How efficient are the procurement and purchasing functions at your campus? Do you have any suggestions for improvement?</b>	58%	34%	8%	100%

*Commendation*

- Efficient because of site-based budget decisions
- Need more flexibility with state bid laws

*Suggestions for Improvement*

- The process is slow; computers would speed up the process

Cannot buy items at the best price

		<b>Good/Fair</b>	<b>Poor</b>	<b>No Response</b>	<b>% Total</b>
40.	<b>What are your perceptions of safety and security at your campus and in the district? Do you have any suggestions for improvement?</b>	32%	63%	5%	100%

*Suggestions for Improvement*

- All campuses should have alarm systems
- More security needed during after school events
- More money in the Safety and Security budget
- Fence in portables
- Organize a larger force for the entire district
- Security answer alarms sounded after hours
- Control traffic flow in-front of schools
- Lack of handicap-ready facilities

		Efficient	In-Efficient	No Response	% Total
41.	<b>How efficient is your campus food service program? What suggestions do you have for improvement?</b>	57%	40%	3%	100%

*Suggestions for Improvement*

- Food service staff attitudes need improvement
- Facilities are inadequate; need more space and better climate control
- More healthy meals
- Train staff to interact with students better
- Takes too long to get replacement staff
- Food should be served warmer

42.	<b>What do you think are the positive attributes of educational service delivery (ESD) at your campus or the district? What aspects of ESD or instructional programs need improvement?</b>
-----	--

*Commendations*

- We offer a lot of enrichment activities outside of a good education

*Suggestions for Improvement*

- Equal distribution of state compensatory funds needs to be examined

- Excellent teachers and staff
  - Good staff development and support by district
  - Our openness to change and develop new strategies to use in class
  - Technology needs improvement
  - Need additional staff for at-risk students
- Plan higher expectations and innovative programs and devote more team planning to instruction

<b>43.</b>	<b>Would you like to comment on the overall efficiency and effectiveness of TISD?</b>
------------	---

*Comments*

- We do a good job with the children and are constantly improving
  - We need unity among the board, central administration and faculty
  - Considering the funds TISD has to work with we are effective
- Improvement is needed to help economically disadvantaged children

<b>44.</b>	<b>Are there any concerns or general comments you would like to share with us that we haven't asked about that you feel we should explore as we conduct the study?</b>
------------	--

*Comments*

- The school board is our worst enemy; they should put the children first
- Central administration must support campus administrators more and not violate the chain of command through FAC and other teacher/superintendent meetings
- We need to establish community trust in our district

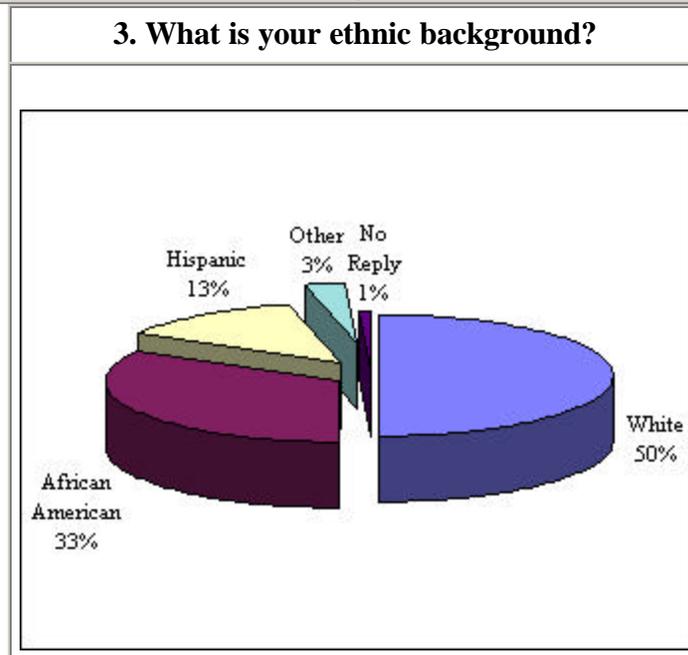
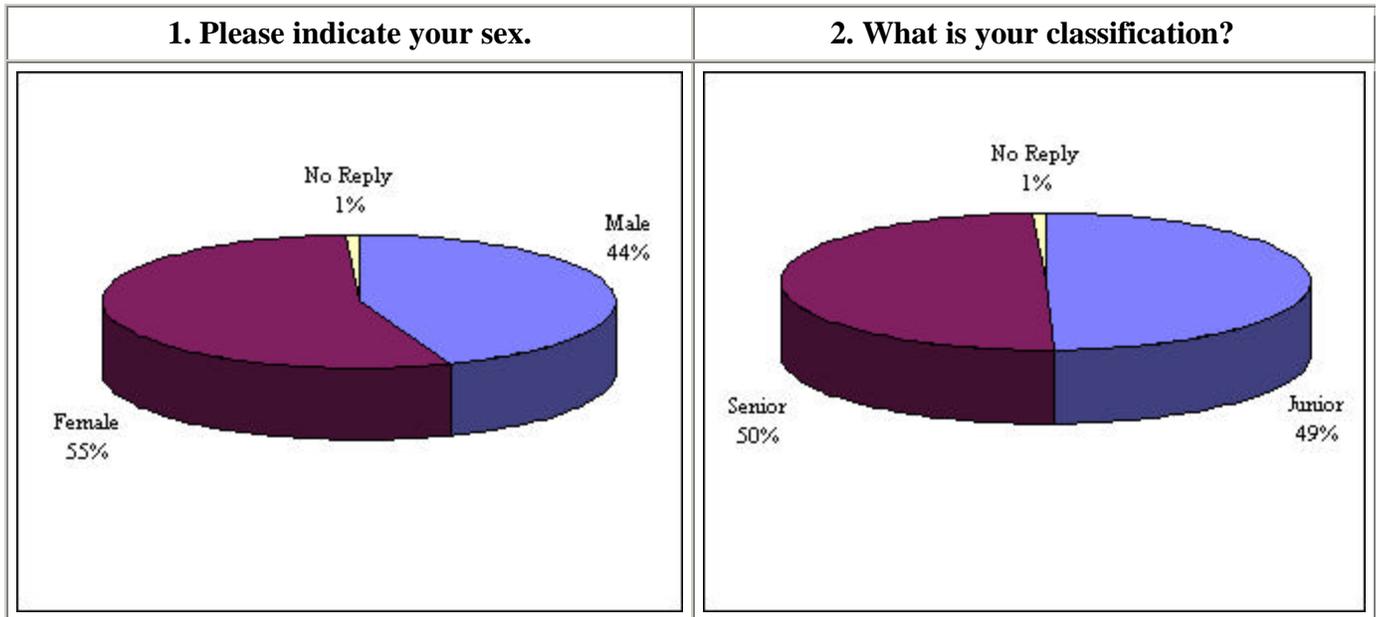
The lack of trust and support of public schools by certain board members

# APPENDIX F

## STUDENT SURVEY RESULTS

(Written/Self-Administered)  
Junior/Senior Student Population  
n=420

### Demographics



<i>Survey Question</i>		<i>Survey Response</i>						
		<b>A</b>	<b>B</b>	<b>C</b>	<b>D</b>	<b>F</b>	<b>NR</b>	<b>Total</b>
1.	How would you grade your school for the quality of education you are receiving?	16%	54%	20%	6%	3%	1%	100%
2.	How would you grade your teacher overall?	25%	52%	15%	5%	2%	1%	100%
		<b>Very Safe</b>	<b>Fairly Safe</b>	<b>Very Unsafe</b>	<b>DK</b>	<b>NR</b>	<b>Total</b>	
3.	How safe do you feel in your school?	19%	62%	11%	8%	-		100%
		<b>Very Often</b>	<b>Fairly Often</b>	<b>Once in a While</b>	<b>Never</b>	<b>NR</b>	<b>Total</b>	
4.	How often do principals visit your classroom?	2%	4%	48%	45%	1%		100%
5.	How often do assistant principals visit your classroom?	1%	8%	54%	36%	1%		100%
6.	How often do principals attend school activities?	47%	34%	10%	6%	3%		100%
		<b>Very Often</b>	<b>Fairly Often</b>	<b>Once in a While</b>	<b>Never</b>	<b>NR</b>	<b>Total</b>	
7.	How often do assistant principals attend school activities?	48%	33%	13%	3%	3%		100%

		<b>SA</b>	<b>A</b>	<b>N</b>	<b>D</b>	<b>SD</b>	<b>DK</b>	<b>NR</b>	<b>Total</b>
8.	Do you agree that learning is the school's most important goal?	40%	42%	6%	7%	3%	2%	-	100%
9.	Does your school offer a broad selection of challenging courses?	23%	48%	14%	5%	2%	7%	1%	100%
10.	Does the school's library have enough books and resources for you to use?	24%	42%	12%	10%	6%	5%	1%	100%
11.	Do you think that teachers expect students to do their very best work?	36%	48%	9%	5%	1%	1%	-	100%
12.	Do teachers explain materials and assignments to you so that you can understand them clearly?	13%	40%	23%	15%	7%	1%	1%	100%
13.	Do you feel that teachers care about students' needs?	11%	35%	25%	16%	9%	4%	-	100%
14.	Do teachers give you individual attention?	11%	44%	20%	15%	8%	2%	-	100%
15.	Do teachers praise you when you are doing well in your school work?	14%	43%	19%	13%	9%	1%	1%	100%
16.	Do you think the school principal	16%	29%	17%	15%	15%	7%	1%	100%

	cares about students' needs?								
17.	Do principals treat students with respect?	18%	33%	20%	11%	12%	5%	1%	100%
18.	Do assistant principals treat students with respect?	22%	39%	17%	8%	7%	6%	1%	100%
19.	Does the principal praise students for earning good grades?	9%	22%	20%	18%	18%	12%	1%	100%
20.	Are you and your fellow students proud of your school?	19%	29%	22%	13%	12%	4%	1%	100%
21.	Do you think that most students try to do their best in class?	7%	26%	20%	28%	12%	6%	1%	100%
22.	Do you think that misbehavior interferes with classroom learning?	45%	27%	12%	7%	7%	2%	-	100%
23.	Do you have sufficient books, lab supplies and classroom materials?	22%	49%	12%	9%	5%	2%	1%	100%
24.	Are you provided career and college counseling opportunities from school counselors?	38%	34%	10%	7%	6%	5%	-	100%

**25. What do you think is the main reason students drop out of school at your campus?**

- Problems at home; no role models
- Lazv: not interested in

school

- Frustrated w/classes and assignments
  - Principal and staff are too strict
  - Teen pregnancy
  - Some teachers don't care if students learn; they don't motivate students
  - Fear of gang retaliation
  - Failure of the TAAS test
  - Difficulty learning English
- Some students must work to help support their families

**26. What can be done to ensure that students stay in school? For example, would some type of program or counseling help?**

- At-home assignments (Correspondence Courses)
- More parental involvement
- Male and female counselors are needed to talk with about personal problems
- Teachers that are caring and determined that students learn
- Additional programs/counseling would only mean more time in school
- PACE program
- Smaller classes; more individualized help
- More transportation options
- Encouragement/incentives to attend classes
- Nothing, if students don't care about getting an education
- The entire learning environment needs improvement

**27. What do you think is the main reason why students do not attend school regularly?**

- They find school drawn-out, boring and meaningless
- Illness; personal problems
- Fear of confrontation with other students
- Students don't get individual attention

- Gang involvement
- Laziness; don't care about getting an education
- Lack of parental involvement
- Insufficient time and explanation spent on problem areas; students become frustrated

**28. What do you think needs to be done to ensure that students attend school more regularly?**

- Provide more individual help
- Try to motivate students to learn
- Develop penalties that would effect students, while keeping them in class
- Provide better learning environment
- Get parents involved
- Nothing can be done if student doesn't want to attend school

**29. Why do you think students perform poorly in Math?**

- They don't learn the basics in elementary and middle school
- Teachers don't make sure students understand the material before moving on
- They won't pay attention in class
- Difficulty with class assignments and homework
- Some students need more attention and assistance from the teacher

**30. What would help you improve your math scores on the TAAS exam?**

- Need better learning environment
- The TAAS prep class is helpful; more tutorials
- Many students have already passed
- Better teachers are needed in the classrooms

Patient teachers that make sure students understand the material before moving on

	Go to college	Get a job	Join the military	Other	NR	Total
<b>31. What are your plans</b>	81%	6%	4%	4%	5%	100%

	<b>once you graduate from high school?</b>						
		<b>Good/ Fair</b>	<b>Poor</b>	<b>Other</b>	<b>Response</b>	<b>Total</b>	
<b>32.</b>	<b>How has school prepared you to pursue your plans after graduation?</b>	<b>59%</b>	<b>21%</b>	<b>1%</b>	<b>19%</b>	<b>100%</b>	

**Other - refers to those students that did not seek guidance on a career choice.**

### *Helpful Courses*

- Graduating courses/advice by counselors The gift/talented program

### **33. Name three things you like best about your school.**

15%	Sports	6%	Vocational/work programs
14%	Teachers	4%	Organization
13%	People/friends	4%	Open campus
12%	School activities	3%	Admin./Principal
10%	School spirit/pride	3%	Facility/location
8%	Counselors	2%	Security
7%	Classes/academics		

### **34. Name three things you like least about your school.**

14%	Security	5%	Open campus
14%	Admin./Principal	5%	Counselors
10%	People/friends	4%	Organization
9%	Teachers	4%	Sports
7%	Facility/location	3%	Name tags/dress code
7%	Classes/academics	2%	Racial tensions
7%	School spirit/pride	2%	School activities
6%	Closed campus		

<b>35.</b>	<b>Based on what you know about this school, tell us one or two things you believe can be improved.</b>
------------	---

- |     |                     |    |                      |
|-----|---------------------|----|----------------------|
| 12% | Teachers            | 5% | Organization         |
| 12% | Security            | 4% | School activities    |
| 12% | Classes/academics   | 4% | Counselors           |
| 10% | Facility/location   | 4% | Lack of discipline   |
| 10% | Admin./Principal    | 3% | Sports               |
| 7%  | School spirit/pride | 2% | Name tags/dress code |
| 7%  | Open campus         | 1% | Closed campus        |
| 7%  | People/friends      |    |                      |

**LEGEND**

- DK = Don't Know**  
**NR = No Reply**  
**SA = Strongly Agree**  
**A = Agree**  
**N = Neither**  
**D = Disagree**  
**SD = Strongly Disagree**

# APPENDIX G

## **Justice Department Letter and District's Response**

Note: No electronic text form of the letter and response exists. For more information, email [research@cpa.state.tx.us](mailto:research@cpa.state.tx.us) .



WARDY & ATHERTON  
A PROFESSIONAL CORPORATION  
ATTORNEYS AT LAW  
300 AMERICAN CENTER DRIVE, SUITE 700  
TYLER, TEXAS 75701  
TELEPHONE 936/457-0000

JOHN C. WARDY  
JERRY L. ATHERTON  
P. STEVE SCHLESINGER  
DAVID A. PRITCHARD  
CHARLES F. LAWRENCE, JR.  
JOHN HILL THOMPSON  
MAY A. SMITH, CLERK

April 10, 1995

VIA FACSIMILE - 931-3503

Dr. Thomas B. Bagler, Superintendent  
Tyler Independent School District

Re: United States of America v. Tyler Independent School  
District, Civil Action No. 9375

Dear Dr. Bagler:

I am enclosing a copy of the correspondence I have received from Ms. Malliam S.N. Cougherty, Senior Trial Attorney with the Educational Opportunities Section of the United States Department of Justice. This information was received by Federal express on the morning of April 10, 1995. I am in the process of reviewing this information and will be available to discuss it with you at your convenience.

This is information that we will obviously want to share with the board. I know that the local news media has been requesting this information, but at this time I do not believe it would be appropriate to pass out this letter or the information contained therein to the local news sources. We are involved in ongoing litigation with the Justice Department and this is a communication between the attorneys in that litigation and the attorney's client. I believe that we should seriously and carefully consider any information that we are going to share with the public regarding this very sensitive matter.

I will leave it up to your judgment on whether or not we have a special board meeting to discuss and share this information with the board or if we will handle it through the executive session on Tuesday afternoon, April 18.

Please call after you have had an opportunity to review this information and we can preliminarily discuss the district's position.

Sincerely,  
*John C. Wardy*  
John C. Wardy



U.S. Department of Justice  
Civil Rights Division

DJF:KHM:SSM  
DJ 169-75-20

Educational Opportunities Section  
P.O. Box 8099  
Washington, D.C. 20512-0099

April 8, 1995

John C. Wardy, Esq.  
Wardy & Atherton  
One American Center, Suite 700  
408 ESE Loop 323  
Tyler, Texas 75701

Re: United States v. Tyler Independent School District  
Civil Action No. 9375

Dear Mr. Wardy:

This letter sets forth concerns of the United States regarding the TISD's proposed elementary and middle school desegregation modifications, which we discussed at length in our February 17, 1995 telephone conversation. I apologize for the delay in providing a written response.<sup>1</sup>

As discussed below, evaluation of the TISD's proposed elementary and middle school closings, reassignments, and new construction is based on my analysis of the data provided by the TISD, on-site inspection of TISD schools, discussions with TISD officials and local citizens, and review of court records:

**I. BOONER CLOSING/REASSIGNMENTS/NEW NORTHEAST SCHOOL**

The TISD proposes to close Booner as an elementary school and to relocate the Alternative School from Roberts to the Booner site. Booner students are to be reassigned to Bell, Clarkston, and a new elementary school to be constructed northeast of Tyler.

The new school will be located several miles from the student population it will house;<sup>2</sup> will be predominantly Hispanic in its enrollment; and will open over capacity. Minority students will be

<sup>1</sup> As you know, I was out of the office for over two weeks with a family medical emergency, then on official travel on several other cases.

<sup>2</sup> TISD officials state that a final site for the proposed new northeast elementary school has not been selected. However, the site currently under consideration is in a rural, largely unpopulated farm area, considerable distance from almost all of the students who will attend the new school.

transported from two identifiable schools (Bonner and Douglas) to another overcrowded school without any resulting desegregation.<sup>3</sup> Even before the proposed new school is constructed, the TISD's November 1984 proposal states that it "will exceed the 600 student ideal limit due to the large Hispanic growth in the area."<sup>4</sup>

The TISD currently assigns elementary LEP (Limited English Proficient) students to three schools: Bonner, Douglas, and Austin. Bonner and Douglas enroll the largest number of LEP students and have majority Hispanic enrollment. Given that the percentage of Hispanic students in the TISD is increasing faster than any other ethnic group, an additional concern is that the TISD's centralized elementary LEP program may tax the capacities of these schools and further increase their Hispanic identifiability.

Bonner is located on a 4.89 acre site that the TISD has determined to be "vastly inadequate."<sup>5</sup> Four TISD elementary sites are smaller: Gary (2.09 acres), Austin (3.37 acres), Douglas (4.39 acres) and Ramsey (4.58 acres). However, none of these schools are recommended to be closed, and all four are slated for renovations and/or additions. At these other, smaller elementary sites, the TISD also proposes elimination of many of the portable classrooms as the result of reassignments and/or classroom additions.<sup>6</sup> Ramsey (4.58 acres) is slated for an 8 classroom addition and a library addition. Significant renovations and/or expansion also will be undertaken at Austin, Gary, and Douglas.

Bonner's facilities are noticeably well maintained, and the TISD's Facilities Study concludes that Bonner's "building shell and interior structure have not revealed any major concerns."<sup>7</sup> However, the TISD determined Bonner has "long past exceeded its use as a functional elementary structure."<sup>8</sup> Because the TISD determined to close Bonner, apparently no consideration was given to replacing

<sup>3</sup> 478 students (505 from Bonner, 170 from Douglas) will be reassigned to the new school, which is now projected to be 70.6% Hispanic, exceeding the district-wide Hispanic enrollment percentage by more than 3%.

<sup>4</sup> "Recommendations", as revised, November 30, 1984, at p. 7. Both the July 1984 Facilities Study "Recommendation," at p. 146, and the revised proposal provided with your October 24, 1984 letter state that "[t]his new school should not exceed 600 students in compliance with established Tyler T.S.D. elementary school ranges."

<sup>5</sup> November 1984 "Recommendations," at p. 1, paragraph A.

<sup>6</sup> July 1984 Facilities Study, at p. 8. At Austin, 1 of 5 portables will be eliminated; at Douglas, 13 of 19 portables; and at Ramsey, 3 of 11 portables. Gary currently has no portables.

<sup>7</sup> *Id.*, p. 145.

<sup>8</sup> *Id.*

its numerous portables with a classroom addition. Rather, one justification given for closing Bonner is "no space for additional units" (portables).<sup>9</sup>

As further justification for closing Bonner, TISD officials state that A.D.A. requirements would be difficult to meet because the school's multi-levels would require numerous wheelchair ramps. However, TISD officials confirmed that no consideration was given to alternatively installing an elevator(s), as is done in many older, multi-level schools.

According to TISD officials, there are no desirable alternative sites near Bonner on which to build a new school.<sup>10</sup> However, it appears that the TISD conducted only a limited search for available land in the vicinity of Bonner, and gave minimal consideration to nearby relocation of the new school. It appears that there are alternatives to the location of a new school at the proposed rural site that have not been fully explored.<sup>11</sup>

Furthermore, the TISD has not demonstrated that alternatives to closing Bonner are not feasible. Such alternatives may include replacement of the existing portable with a classroom addition; or maintaining Bonner as a PreK-2 primary elementary.<sup>12</sup> Alternatively, a new PreK-5 Bonner Elementary could be constructed within, or close to, the Bonner community.

Since the United States is not convinced that Bonner should be closed, we do not deal exclusively with the proposed relocation of the Alternative School. However, we note that the Roberts site has housed the Alternative School for at least 10 years and has been used as a juvenile detention center facility for over 20 years. Thus, the County and WISD youth disciplinary functions have been

<sup>9</sup> July Facilities Study, at p. 145. It appears that a classroom addition could be constructed adjacent to, or behind, the gym. An addition would occupy less area than the existing 16 portables, and would make available space for play and additional parking.

<sup>10</sup> Understandably, an available site near the Lagloria Oil Refinery was rejected for environmental reasons. A site about a mile from Bonner also is not considered desirable, since the only feasible access to this site would be on the far side, away and considerable distance from the Bonner neighborhood.

<sup>11</sup> Further efforts should be made to explore the availability of other sites near Bonner and/or the suitability of some of the sites previously considered, particularly in conjunction with possible purchase (or condemnation) to acquire additional acreage at nearby sites previously rejected as too small.

<sup>12</sup> Making Bonner a PreK-2 facility would be more desirable if it was paired with a 3-5 school located in the vicinity of Bonner.

centralized at that site for many years. Based upon inspection of Roberts (and its use as a junior high facility prior to desegregation), there appears to be more than sufficient acreage at that site to build an appropriate, new alternative school facility, or to build an addition to the existing Roberts building. However, TISB officials apparently gave little or no consideration to building new or additional Alternative School facilities at the Roberts site, or to working with the County to build an addition to the juvenile court room so that the gymnasium could be used regularly for Alternative School students rather than as a holding area for juvenile court.

Under the revised November 1994 proposal, 170 Douglas students will be reassigned to the new northeast elementary school, and 58 students will be reassigned to Griffin. These proposed reassignments do not improve the racial/ethnic composition at the schools to which Douglas students will be reassigned. The minority percentages at both Douglas and Griffin is projected to increase.

Douglas is located on a 4.59 acre site, even smaller than the Bonnar site. The school has 28 permanent classrooms, uses adjacent City park land to house the majority of its 18 portables, and has a capacity of 308. After the proposed reassignment of 235 students, the school is projected to continue to exceed its capacity by at least 73, and will keep at least 2 portables. Douglas is projected to decrease to 385 students (5.8% W/ 17.8% B/76.4% H). Although the proposed reassignments will relieve current overcrowding, minority enrollment will increase to 54%, over 40% above the district-wide percentage minority enrollment.

In addition, Douglas has a small cafeteria and kitchen which are clearly inadequate for the school's enrollment (even as projected after reassignments). Under the bond proposal, Douglas is slated for renovations to the faculty work space, clinic, and restrooms in existing space, and expansion/remodeling of the kitchen/cafeteria area. In spite of the cafeteria's obviously inadequate size, TISB officials stated that the proposed expansion/remodeling only will include expansion of the kitchen to accommodate expanded refrigerator/freezer space, and some cafeteria refurbishment. However, needed cafeteria expansion was determined to be "too costly."

Under the TISB's November proposal, 58 students will be reassigned from Douglas to Griffin. While the reassignments to Griffin may decrease the transportation burden on these 58 students, these reassignments have a further negative effect on desegregation at Griffin. Griffin was a 99% black school which remains identifiably black, with a 78% black student enrollment, a black principal, and a majority black (18 of 32) teaching staff. In view of Griffin's historic minority identity, and the significant increase since desegregation in the number and percentage of minority students enrolled, the TISB's proposed reassignment of an additional 58 minority students to Griffin exacerbates this situation.

Under the bond proposal, Griffin is to receive a 6 classroom/office addition (eliminating 4 of 6 portables), enclosure of exterior corridors, updated EVRC, additional staff parking, renovations in classroom carpeting, storage, etc., and other improvements. In view of the already planned classroom addition, it would seem prudent instead to build at least a 6 classroom addition, thereby eliminating all portable classrooms.

Under the revised November 1994 proposal, 58 students are to be reassigned from Bonnar to Bell, 58 students will be reassigned from Woods to Bell, and 38 students will be reassigned from Bell to Clarkson. After the proposed reassignments, Bell is projected to enroll 449 students (53.8% W/1.4% B/23.5% H). This will bring Bell's white and Hispanic enrollment closer to the district-wide ethnic/racial enrollment, although Bell is projected to remain identifiably white.<sup>13</sup>

Bell's current attendance zone includes a noncontiguous area located in the far northern area of the Griffin attendance zone, created under the TISB's original desegregation plan. TISB officials stated that no consideration was given to possible alteration or elimination of Bell's noncontiguous attendance area in determining proposed modifications to Bell's attendance boundaries. Thus, redrawing Bell's attendance zone boundaries, the noncontiguous attendance area was not examined to determine whether the burden of desegregation on these students could be decreased, and whether desegregation at Bell or other contiguous schools would improve, by altering or eliminating those noncontiguous zones. Further, to evaluate the effectiveness of the proposed changes, it must first be determined: (1) where in the current Bell zone the 58 students to be reassigned to Clarkson reside; (2) where in the Woods zone the 58 students to be reassigned to Bell reside; (3) the ethnicity/race of each group of students to be reassigned; and (4) if there will be a significant increased transportation burden on these students as the result of the proposed reassignments.

The TISB's November recommendation states that student reassignments to Bell (overall increase of 33 students) "will require construction of 7 new classrooms" at Bell.<sup>14</sup> The TISB's decision to replace portables with new permanent construction at majority

<sup>13</sup> Bell will remain almost 20% above the district-wide percentage white enrollment, and has a white principal and a 22% (22 of 24) white teaching staff.

<sup>14</sup> The United States was not provided the ethnic/racial breakdown of each group of students to be reassigned among schools.

<sup>15</sup> In fact, Bell also will eliminate 6 existing portables in connection with its proposed new construction, and according to the principal, is also slated for cafeteria and kitchen area expansion and a new media center.

white hall, but not at to replace portables with permanent construction at majority Hispanic Bonner; and to expand Bell's cafeteria and kitchen and construct a new library, while majority Hispanic Douglas is slated for no cafeteria expansion, only minimal kitchen renovation, and no library improvements, exacerbates the facilities inequities among these racially identifiable schools.

Clarkston is identifiably white, with an enrollment almost 24% above the district-wide percentage white enrollment, a white principal, and a 97% (30 of 31) white teaching staff. Under the November 1994 proposal, enrollment will increase to 563, of whom 354 (62.6%) will be white, 84 (14.9%) will be black, 120 (21.4%) will be Hispanic, and 3 (0.4%) will be "Other." Thus, while the number and percentage of minority students will increase, more closely reflecting the district-wide racial/ethnic ratio, Clarkston will remain majority white under this proposal.

Clarkston's current attendance zone includes two noncontiguous, largely minority residential areas, created under the TISD's original desegregation plan. One is located in the far northern area of the TISD, within the Griffin attendance zone. The other is located in the central city area, near Austin. TISD officials stated that no consideration was given to possible alteration or elimination of these noncontiguous attendance areas in determining proposed modifications to the Clarkston attendance boundaries. In redrawing Clarkston's attendance zone boundaries, the TISD did not examine the noncontiguous areas of the Clarkston zone to determine whether the burden of desegregation on those students could be decreased by altering or eliminating those noncontiguous zones. In addition, based on the proposed attendance zone maps, it appears that reassignment of students to Clarkston from the noncontiguous Bonner attendance zone and from the eastern portion of the Bell zone, will place an increased desegregation burden on those students, many of whom are minority.

Under the best proposal, Clarkston is to receive a new media center/classroom addition, remodeling of the existing media center for office and program space, new staff parking and retaining walls and T-2 technology. Although the projected enrollment will exceed capacity by only 27, all 3 portable classrooms will be eliminated. The existing media center at Clarkston is considerably larger and in better overall condition than those at several schools, including Douglas, Griffin, and Bonner. Thus, the TISD's proposed addition of a new media center at this majority white school (where expansion possibilities are described as "expensive" due to "difficult terrain"<sup>14</sup>) while failing to provide needed cafeteria expansion at Douglas because it is "too costly,"<sup>15</sup> and not considering replacement of Bonner's portable classrooms with permanent construction, underscores the inequities among these racially identifiable schools.

<sup>14</sup> July 1994 Facilities Study, at p. 10.

## II. SOUTHWEST REASSIGNMENTS/NEW SCHOOL

The TISD proposes to construct a new elementary school in the southwest area of the school district, south of Tyler. In conjunction with the new school construction, there will be reassignments from Owens and Rice to the new school, and related reassignments involving Bell, Woods, and Clarkston.

The TISD's November 1994 proposal reassigns 286 students from Owens and 330 students from Rice to the new school. The new school is projected to enroll 616 students, of whom 472 (76.6%) will be white, 112 (18.1%) will be black, 26 (4.1%) will be Hispanic, and 6 (1.0%) "Other." Thus, the new southwest elementary school's projected enrollment will result in its opening identifiably white. Since the black enrollment is projected to decrease at both schools by a total of only 60 (7% at Owens and 3% at Rice), will the TISD reassign an additional 52 black students from other schools (not identified in the proposal)? Or are the additional black students projected to attend the new school anticipated to move into this largely rural, predominantly white area?

TISD officials advised that two sites, across the road from each other southwest of the Loop, are the only sites now under consideration for the new elementary school. TISD officials stated that little or no consideration was given to sites closer to the City (i.e., farther north). Nor were sites in the southeastern or farther western areas of the TISD considered. On the basis of the pupil locator data provided by H.R. Tyler, it appears that the current residential patterns warrant the TISD's consideration of other and/or additional elementary school sites.

In view of the TISD's continuing desegregation obligations, the school district is required to demonstrate that alteration of the proposed boundary lines and/or relocation of the new school site would not result in a more desegregated new southwest elementary school.

Owens currently enrolls 861 students, and is 68.1% white, 7.6% black, 7.5% Hispanic, and 1.8% "Other." This is the most identifiably white TISD school,<sup>16</sup> and has an 88% (39 of 44) white teaching staff and a white principal. Owens was built in violation of the requirement that the TISD obtain prior court approval for all new school construction and for modifications to its prior desegrega-

<sup>15</sup> The projected 76.6% white enrollment exceeds the current 46.1% district-wide percentage white enrollment by over 30%.

<sup>16</sup> The percentage white enrollment at Owens exceeds the district-wide percentage white enrollment by 62%.

tion plan." Thus, there also is no record reflecting the specific attendance zone modifications and student reassignments from other schools made in conjunction with opening this school, or the specific effect of those modifications on desegregation at the schools from which students were reassigned.

Owens is the newest school facility in the TISD, constructed in 1985, on an almost 93 acre, wooded site, considerably southwest of the City. Based on pupil locator data provided by S.T. Tyler, the area surrounding Owens is predominantly white. In view of the availability of land closer to the City (e.g., the two sites being considered for the new southwest elementary school) TISD's decision to locate Owens at the far southwestern area of the school district has segregative effects.<sup>21</sup>

The November TISD proposal will reassign 286 students from Owens to the new southwest elementary school. After reassignments, the white enrollment at Owens will increase to 92.1%. In view of the TISD's continuing desegregation obligations, the TISD should consider alternative attendance zone modifications and student reassignments that will address the existing and proposed overwhelmingly white identifiability of this school.

There is a marked contrast between the overall condition of the beautifully landscaped Owens school, with its overwhelmingly white enrollment, and TISD schools with large minority enrollments. Given the mere basic needs at a number of other TISD schools (i.e., repair, renovation, permanent construction to replace portables, basic landscaping), TISD's proposed expenditure of over a half million dollars at Owens (much of it to enlarge and further landscape the school and grounds) is questionable. The proposed physical improvements at Owens will exacerbate the inequities among the TISD's racially identifiable schools.

Rice currently has the largest enrollment of any TISD elementary with 341 students. 756 (80.3%) are white, 138 (13.6%) are black, 23 (2.4%) are Hispanic, and 16 (3.6%) are "Other." Rice is racially identifiable, with a white enrollment which exceeds the

<sup>21</sup> The court docket reflects that the TISD made no motion seeking court approval for this new elementary school construction, or related attendance zone line modifications and student reassignments, contrary to its continuing obligations under the 1970 desegregation order in this case, as amended, and *United States v. State of Texas, et al.*, U.S. No. 5281.

<sup>22</sup> Apparently, Owens was opened as a predominantly white school, and the TISD has continued to assign predominantly white students to Owens -- well in excess of its 777 capacity -- and apparently without serious consideration to attendance zone modifications.

district-wide percentage by over 34%, a white principal, and a 92% (48 of 52) white teaching staff.

Under the TISD's November proposal, 330 students will be reassigned from Rice to the proposed new southwest elementary school, 101 students will be reassigned from Woods to Rice, and an unspecified number of students will be reassigned to Rice with the Target and special education programs to be relocated from Clarkston. Under the November proposal, Rice is projected to enroll 727 students (a net decrease of 214), and to be 80.4% white (583), 12.7% black, 2.8% Hispanic, 3.9% "Other." Thus, Rice's racial composition will remain essentially the same. In view of the TISD's continuing desegregation obligations, the TISD must demonstrate that alternative student reassignments and attendance zone line modifications are not feasible to improve desegregation.

Under the TISD's current proposal, students will be reassigned out of Woods to Bell and Rice. Woods also is an identifiably white school, about 24% higher than the district-wide white enrollment, with a 90% (37 of 41) white teaching staff.<sup>23</sup> Although Woods has a capacity of 690, under the November proposal, enrollment will decrease to 575, and will be 68.3% white; 25.0% black; 4.5% Hispanic; and 2% (13) "Other." Thus, the proposed modifications have minimal desegregative effect on Woods.

Like Clarkston, the current Woods attendance zone includes two noncontiguous attendance areas, which the TISD is obligated to examine in redrawing boundary lines to determine whether desegregation may be improved (not only at Woods, but also at the schools contiguous to those noncontiguous parts of the Woods zone) by altering or eliminating these noncontiguous attendance areas.

After proposed reassignments, Woods and Rice will continue to be racially identifiable, and Woods is projected to be more than 100 students under capacity. The TISD has not demonstrated that alternative attendance zone line modifications and student reassignments would not better address the projected continued racial identifiability at both Woods and Rice.

In general, the TISD's proposed new elementary school construction and related student reassignments without adequately exploring whether alternatives would further desegregation and address existing overcrowding.

### III. MIDDLE SCHOOL CLOSING/NEW SCHOOL/REASSIGNMENTS

The TISD proposes to close Hogg Middle School, reassign its students to Hubbard, Stewart, and to a new school to be built in

<sup>23</sup> Woods enrolls 766 students, of whom 635 (80.4%) are white; 154 (25.3%) are black; 21 (2.7%) are Hispanic, and 16 (2.0%) are "Other."

southwest area of the district. Thereafter, Hogg will house various TISD programs and administrative offices.

In general, the United States is concerned that this proposal closes a well-desegregated school in the heart of the City, and builds a new facility in a predominantly white, largely rural location without sufficient justification. This proposal also continues a pattern of closing city schools with significant minority enrollment and failing to maintain and upgrade those facilities on a par with the TISD's predominantly white schools.

Although Hogg has functioned as a middle school since 1970, its closing is proposed to allow for more appropriate activities to function at Hogg.<sup>22</sup> The TISD proposes to locate the Head Start offices, Partnerships for Accelerated Education (PACE) Programs, the Career Development Programs, and planned Media Production and Repair. While centralization of certain administrative functions and/or programs may be useful, the TISD has not justified the closing of its most desegregated middle school, and its replacement with administrative services and special programs.

The November 1994 proposal stated that renovation at Hogg for continued school use "would require new construction to accommodate their portable situation and correct technological education deficiencies," and that "it is unwise to continue adding to its older campuses . . ." citing Douglas, Bonner, Austin, and Gary. This position regarding Hogg is inconsistent with the TISD's proposed expenditure of bond monies to add technology for three grades (K-2) at Austin (\$394,754), Douglas (\$386,248), and Gary (\$775,100), and to undertake major renovations and/or expansion at these three schools. And, if Bonner becomes the Alternative School, the TISD proposes \$50,000 in new technology at that site.<sup>23</sup> Furthermore, Hogg is identified as one of the facilities with "adequate expansion possibilities."<sup>24</sup>

Because the TISD determined that Hogg should be closed as a middle school, apparently little or no consideration was given to constructing another classroom addition, and/or to remodeling the existing spaces to more effectively provide for the current middle school program. In addition, consideration also apparently was not given to construction of a new Hogg Middle School on a site near the existing facility.

<sup>22</sup> November 30, 1994 proposal, Recommendation No. Three, at Paragraph C. 1.

<sup>23</sup> *Id.*, at Paragraph A.

<sup>24</sup> July 1994 Facilities Study, at p.14.

<sup>25</sup> *Id.*, at p. 10.

The TISD proposes to build a new middle school southwest of the City. The new middle school will enroll 678 students, of whom 220 (32.4%) will be white, 178 (26.3%) will be black, 27 (3.9%) will be Hispanic, and 5 (0.9%) will be "Other," and will open as an identifiably white school. 221 students will be reassigned from Hogg, 370 students from Hubbard, and 84 students from Stewart will be reassigned to the new middle school. The TISD has not demonstrated that alternative student reassignments and/or attendance zone line changes are not possible that would result in enrollment at the new school being closer to the district-wide enrollment ratio.

The TISD proposes to build the new middle school on property adjacent to Owsen Elementary, in the far southwest area of the district. TISD officials stated that little or no consideration was given to locating a new middle school anywhere else, because the TISD already uses the large parcel on which Owsen is located. The TISD has not demonstrated that more central, alternative locations for the proposed new middle school are not available.<sup>25</sup>

When Hogg is closed, the TISD proposes to reassign 103 Hogg students to Hubbard, the largest middle school, to reassign 370 Hubbard students to the new middle school, and 84 Hubbard students to Moore. Hubbard is an identifiably white school, exceeding the district-wide percentage white enrollment by over 38%, and with white principal and a 94% (40 of 44) white teaching staff. The proposed reassignments will relieve overcrowding at Hogg, and will slightly improve Hubbard's racial/ethnic enrollment. However, the TISD has not demonstrated that alternative reassignments would not result in further desegregation at Hubbard.

Under the TISD's November proposal, 182 students from Hogg will be reassigned to Stewart, and 84 students will be reassigned from Stewart to the new middle school. After the proposed reassignments, Stewart will have a projected enrollment of 573. 220 (32.9%) students will be white, 123 (46.9%) will be black, 15 (17.8%) will be Hispanic, and 6 (0.9%) will be "Other." Therefore, desegregation at Stewart is improved, and this 61% black school is projected to become better desegregated than any other middle school.

Under the November 1994 proposal, 30 students will be reassigned to Moore from Hubbard. The white enrollment at Moore is projected to increase to 67%, further exceeding the district-wide percentage white enrollment. Under the proposed bond, Moore is to receive \$62,175 in improvements, including a library addition,

<sup>26</sup> There are two sites (across the road from each other) under consideration for the proposed new southeast elementary school. Both sites appear suitable for a middle school and are considerably closer to the City and more centrally located within the current Hogg attendance area.

renovations to the administrative offices and clinic, re-roofing, canopy modifications, new paving, electric retrofit, and \$216,300 in technology.

No reassignments are projected at Dogan in connection with the proposed bond referendum, new school construction, and closings. Dogan, a ~~high~~ black school, currently, 86% minority. The school also has a black principal and a 52% minority faculty. As part of its proposed middle school modifications, the TISD apparently has not considered whether modifications to Dogan's attendance zone lines and/or additional new construction could address the school's continued racial identifiability.

In addition, it is evident that Dogan has not received the same level of necessary maintenance, repair, upgrading, and land-scaping, as many other TISD schools. Proposed improvements include additions to the gym, band hall, and administrative area, and renovations to the library and science rooms. However, only 2 of 6 portables are to be removed. The type and amount of repairs and upgrading Dogan is scheduled to receive from general operating funds and under the bond proposal underscores the current poor condition of this facility. Failure to address Dogan's classroom/portable needs is questionable in view of the other proposed improvements.

Like Dogan, no reassignments are projected at Boulter in connection with the proposed bond referendum, new school construction, and closings. Currently, Boulter is over 90% minority, and the TISD apparently has not considered possible reassignments/attendance zone line modifications and/or new construction to address Boulter's racial identifiability. Also like Dogan, most of the proposed general and bond fund improvements scheduled for Boulter appear to be largely for overdue maintenance, repair and upgrade-

In view of the current condition of predominantly minority middle schools, particularly Dogan and Boulter, the proposed improvements to majority white middle schools like Moore, underscore the inequities among the TISD's identifiably minority and identifiably white facilities.

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As the TISD may already be aware, there are agencies available to assist school districts in developing modifications to desegregation plans. TEA is available to the TISD to provide technical assistance and training in developing appropriate desegregation plan modifications. Therefore, the TISD may wish to contact:

Dr. Texas Villarreal, Director  
Equal Educational Opportunity Unit  
Texas Education Agency  
1701 North Congress Avenue  
Austin, Texas 78701  
(512) 463-9671

The TISD also may wish to contact the regional Title IV assistance center, Intercultural Development Research Associates, which also provides technical assistance in developing desegregation options and is funded by the U.S. Department of Education:

Dr. Alicia Sosa, Director  
Intercultural Development  
Research Associates  
5835 Callaghan Road  
Suite 350  
San Antonio, Texas 78228  
(210) 584-8183

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My review of the court docket in Tyler reflects that the TISD has not filed motion(s) to modify its desegregation plan, or for the expansion, construction, or renovation of school facilities since 1976, as required herein and under United States v. State of Texas, et al., and that no orders have been entered approving such changes. However, based upon my on-site inspection and review of the July 1994 Facilities Study, it appears that the TISD has made a number of modifications to its desegregation plan in past years, many of which appear to have had a negative impact on desegregation.

The court docket also indicates that the TISD's required semi-annual compliance reports to the court have been filed sporadically since 1988, and that no reports were filed between October 1991 and April 1994. The United States has not received copies of many of those reports. Therefore, I would appreciate you providing me copies of all TISD compliance reports available before October 1994.<sup>7</sup>

In addition, the United States has other concerns regarding the TISD's continued desegregation obligations that are not discussed herein. These include the apparent long-time inactivity of the court-appointed Bilingual Committee and the TISD's continuing singular obligations with respect to faculty and staff. I would like to discuss these concerns with you.

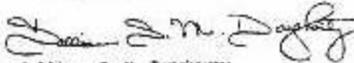
<sup>7</sup> The copy of the October 1994 report that you provided to me in November indicates that the original was submitted informally to the court with a letter from Dr. Hegler, rather than filed, and does not indicate that a copy was sent to the United States. If copies of past reports were provided erroneously to some other agency of the United States, please advise me and I will try to locate them.

When you have had an opportunity to review this letter with your clients and determine what course of action the TISD wishes to pursue, I look forward to discussing this further with you."

Sincerely,

Deval L. Patrick  
Assistant Attorney General  
Civil Rights Division

By:



Sullivan S. M. Dougherty  
Senior Trial Attorney  
Educational Opportunities Section

" I will be out of town during the week of April 10-14, and will return on Monday, April 17, 1995.

JOHN D. HARRIS  
JOHN L. STEWART  
J. RUTH MULLINIX  
LARRY A. BUCHHEIM  
ROBERT E. LUTHER, JR.  
JOHN W. THOMPSON  
ART & STAFF, PC (202) 331-1000

HARRY & STEWART  
A PROFESSIONAL CORPORATION  
ATTORNEYS AT LAW  
ONE AMERICAN EXPRESS CENTER  
SUITE 2000  
TYLER, TEXAS 75701  
TEL: (409) 392-1000

TX  
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November 15, 1995

Mr. Sullivan S.M. Dougherty  
Senior Trial Attorney  
Educational Opportunities Section  
U.S. Department of Justice  
Civil Rights Division  
P.O. Box 62258  
Washington, D.C. 20015-5058

Re: United States of America v. Tyler Independent School District, Civil Action No. 5176

Dear Mr. Dougherty:

This letter is written in response to your letter of April 3, 1995. Your letter sets forth the concerns of the United States regarding the Tyler Independent School District's proposed elementary and middle school desegregation modifications which were discussed at length in our February 19, 1995, telephone conversation. I know that we have forwarded additional information on behalf of the Tyler Independent School District directly to your attention concerning other matters that have arisen during this process, and I ask that you again consider the materials previously provided. Additional implications have arisen regarding the Tyler Independent School District since Dr. Bruce Nixon has resigned from the board and Mr. Ed Petty has recently passed away. Each of these board positions has now been filled. The implication of the board changes is singly that with each board member go certain feelings, attitudes and conceptions regarding the operation of this school district.

Your letter of April 3 indicates that it is based on your analysis of the data provided by the Tyler Independent School District, on-site inspection of TISD schools, discussions with TISD officials and local citizens, and review of court records. I am convinced that your evaluation of TISD's proposed elementary and middle school closings, reassignments, and new construction did not fully take into account site-based decision making. As you are aware, site-based decision making is a very important part of the district's operations and by review of your correspondence does not clearly show where this was considered in your opinion or addressed with your concerns.

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The theme throughout your letter indicates you do not want to negatively impact minority students. If I am correctly interpreting your letter, it appears that while you do not want to place an increased burden on certain students, you want the Tyler Independent School District to increase the number of minority students at certain schools. How can the district place these students that would be in a minority at a certain school in another school within the district without increasing the transportation burden on that student? Zone and attendance boundaries are mentioned throughout the letter and while they represent one potential way to modify the racial mix of students throughout the district's schools, that particular method of mixing must be considered in light of what the Tyler community has expressed in the past when boundary lines were discussed.

I believe that your original visit to the district clearly should have indicated to you that the entire community was involved in the district's proposed bond issue. Numerous town hall meetings had taken place and the entire community had been invited to provide the district with all concerns, suggestions and ideas.

As you read through this response I hope that you will consider alternatives open to the district besides busing. I strongly believe the magnet school concept would appear a workable solution to some of the concerns you have addressed in your letter. I also strongly suggest that a tri-ethnic committee be set up wherein there was originally a bi-racial committee. With the increase in the Hispanic population in the Tyler area, I believe that the court would readily consider their needs and concerns and therefore appoint a number of Hispanics to any committee that could offer suggestions for the operation of the public schools. I am sure that you will have other suggestions other than the tri-ethnic committee and the implementation of magnet schools, and I urge you to share those suggestions in the spirit of cooperation with this community.

Turning specifically to your letter, I will try to address issues on a paragraph by paragraph basis to give continuity to my comments.

I. BONDING CLOSING/REASSIGNMENTS/NEW MIDDLE/HS SCHOOLS

1. There has been no final decision to close Roberto Alternative School. Bonner may be used as a classroom facility if the Roberts program is extended. Roberts would continue to be an alternative school setting. The district can find no recommendation that has been officially given that Roberts be

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closed or moved to Bonner. The information included in your first paragraph seems to be inconsistent with the position of TISD.

2. The TISD Board of Trustees has approved guidelines for elementary campus size and the range is of 400 to 600 students. TISD has no intention of building a school that will be overcrowded when it opens. Any new school would be built to accommodate the appropriate number of students. A proposed new school site is not located miles from the students it will serve as indicated since no final decision has been made for a school site. It appears that you assume that TISD is going to a rural site. This is incorrect; a rural school site is merely a possibility.

3. Your paragraph 3 correctly addresses the Tyler Independent School District pattern of assigning elementary LEP (Limited English Proficient) students to those primary schools: Bonner, Douglas and Austin. The Tyler Independent School District, as well as other districts in the state, has significant problems in finding qualified LEP teachers. It has not been the intent of TISD to centralize LEP students in three schools but to provide the best education available and the best instruction possible for the students. Please remember that the attendance at these schools is not a requirement, but an option open to the students and the parents. The district has made significant efforts to recruit LEP teachers and offered bonus incentives and continuing stipends for the teachers to sign on in these areas. It is true that there may be a different philosophy between you and the district. The district's philosophy is that it is better to have a number of similarly situated students at a particular school, rather than a few students, with the same needs so that the best instruction available can be provided to those similar students on a full time and regular basis.

4. In addressing the size of the campuses at TISD and the comparison that you have made between Bonner, Ramey, Gary and Douglas, your letter is accurate as far as acreage. However, the school district feels that the size of the campus is only one factor, age and condition are other factors. TISD did not want to close a school site and leave a vacuum in any one segment of the city. The Bonner decision was predicated on the condition of the building more than the size, age, or condition of the campus. The eight classroom addition at Ramey was a consideration to replace portable buildings rather than considered as an expansion.

5. The Tyler Independent School District agrees with your conclusion that the Bonner facilities are noticeably well maintained. TISD takes this as a compliment to its personnel and maintenance department. However, Bonner is well maintained at a

certain cost to the district. The cost of maintenance of Bonner is not economically justified. Some of the newer additions of Bonner are usable, but some of the older construction is questionable. Please refer to the report regarding the south wing portion of the building which indicates that it should not be used for student instruction.

6. Tyler Independent School District is, of course, concerned with the Americans Disability Act (ADA) requirements. The elevator situation was discussed by the TISD officials. The installation of an expensive elevator system at an aging (built in 1977) school did not make economic sense.

7. TISD feels that an exhaustive search was made for school sites. Realtors were contacted and hired to seek out alternative sites. Sites between Front Street and Erwin were also considered. No decision was made on a site.

8. Some sites that were close in proximity were considered, but cost was a large factor. Obvious problems arose with building a new school on the site presently used for a school campus in that TISD would be required to relocate all of the students during construction. Again, the district's position regarding building new buildings around a central old building did not make good economic sense.

9. The TISD thought process of moving the students from Roberts to a new site was that it would allow for better control of students and provide a better and more appropriate setting. Since other governmental units are housed at the Roberts facility, it might appear at first glance that it would make sense to have the Roberts facility remain the alternative school setting, but one must take into account that the coordination efforts between the school and the other governmental units are not always one and the same. TISD's goal is to provide a learning environment while the facility upkeep and maintenance is the responsibility of another governmental unit.

10. The district disagrees with your conclusion that the racial ethnic composition of the schools will not be improved under the proposed plan. Under the TISD proposal all students would be better served by more appropriate facilities and the racial makeup or ethnic numbers at most schools would be improved.

11. The district does not have control over the fact that Douglas is situated in an area that is in the most rapidly growing hispanic area in Tyler, Texas. In order to maintain a neighborhood

school, the race ratios would not be substantially changed.

12. The district's thinking regarding the facilities discussed in this paragraph is the fact that it would not be necessary to expand cafeteria facilities with the number of students that would be served. Why would the district increase cafeteria size when the student population decreased from 702 to 557?

13. The district believed that your conclusions under paragraph 13 are correct.

14. It was never the intention of the TISD to eliminate every portable building within the district. Elimination of every portable in the district is not a cost-effective consideration for Tyler ISD. The suggestion you make to build six more classrooms is not in agreement with the costs assessed by the site based committee and only adds to the bond costs.

15. The facts set forth in your paragraph 15 are correct.

16. It was not the stated intention of the Tyler Independent School District bond proposal to attempt to redraw all of the attendance zone lines. The bond issue was to address the facility needs of the district. To accomplish your suggestion would impose a heavier transportation burden on a greater number of students, both minority and majority. TISD's intent is to decrease the transportation burden on as many students as possible. An ideal racial mix might be desirable, but neighborhood schools remain attractive to most TISD parents and students.

17. The decision to add classrooms at Bell rather than Bonner was based on the condition, age of the buildings and size of the school site. The Bell school size is nearly twice the size of Bonner's. Three portables were projected to remain at Bell. Again, it was never an intent of the district to eliminate all portables. The Douglas student population is projected to go down following completion of a bond issue; therefore, it was not prudent to increase the cafeteria size with a declining population of students. Please recall that Douglas was to decrease from 702 students to 555 students. The Bell student population was projected to increase from 358 students to 449 students.

18. Again, the proposed bond issue was not to redraw lines for attendance to enhance racial mixes in each of the schools. From the beginning of TISD's desegregation order of 1970 there was no requirement that racial makeup of students represent the ethnic

makeup of the community.

As an aside, it appears at this point that the theme throughout your letter is that you do not want to negatively impact minority students by placing an increased burden for transportation on certain students, but you say the district does not increase the number of minority students at certain schools. My question is, how can TISD place students that would be in a minority at a certain school in another school without increasing the transportation burden on the student? Ever your suggestion to change all the attendance areas will create a larger transportation burden on minority students in particular.

18. Again, the district was not trying to redraw boundary lines for racial purposes. The community has accepted for 25 years the attendance zones that were worked out through the courts. As to the issue of non-contiguous school zones, these non-contiguous school attendance areas date back to 1970. To eliminate them is to decrease desegregation.

19. Clarkston is not a larger or better school. The cafeteria comparison in your letter is incorrect. The facilities are matched with the student needs and the student population.

11. SOUTHWEST REASSIGNMENT/NEW SCHOOL

21. Your paragraph 21 appears to be correct.

22. The Tyler Independent School district is faced with a need to have a school located where the students are located. To increase minority numbers would unfairly place a burden of transportation on the minority students. How do you suggest that minority students be placed in majority identifiable schools without placing a transportation burden on those minority students?

23. The Tyler Independent School District never felt that the proposed new school was restricted to any particular site. The TISD intent was to build a school where the students are located. The district's intention has always been to build a local school to serve the students. The district did not feel it would be prudent to build a school at more locations only to have to bus in a majority of the students. Based on the data from the pupil locator maps, TISD feels that it has considered many appropriate school sites.

24. In the five year plan there was an attempt to change all boundary lines, and the schools would not result in more segregated

school populations. Overall the total result makes the schools more integrated; i.e., Hubbert went from 84% white to 86% white; Hill went from 76.9% white to 83.44% white; Clarkston moved from 73.83% white to 83% white.

25. Owens was built appropriately in order to serve the needs of the students where the students were located. The reports have been continuously filed pursuant to the court's order each April and October.

26. Owens was built to meet the needs of the TISD student population. The school was intended to accommodate the developing areas of the district. The Tyler Independent School District does not control the growth nor the direction of growth within its district. Rice had become overcrowded because of the population increase in South Tyler. Owens only split the Rice attendance area and was built to alleviate the problem of overcrowding at Rice. The only way to modify the racial mix of the students at Owens is to again place an undue hardship and burden on students, primarily minority, for transportation.

27. The Tyler Independent School District is certainly willing to consider alternative attendance areas. However, alternative attendance areas will only serve to increase the transportation burden on all students within the district, and the financial burden on the district may be more than it can bear. I would think you would agree that nationwide bussing has not proven to be an effective device for desegregation. Tyler needs to move toward the year 2000 and bussing only seems to focus on failed attempts of the past.

28. The 'landscaping' you mention for Owens is actually a water control situation. Because of the erosion and the control of water there was an expenditure of \$4,900 to help alleviate this situation. Most of the money, seventy five percent (75%) budgeted to be spent at Owens was for technology. The expenditure of these funds was derived from the site based committee which determined the needs at Owens Elementary.

29. The enrollment figures that you use in paragraph 29 have now been determined to be incorrect. The net effect of all of this community talk has caused 100 students to leave Rice for private schools. To change the racial makeup significantly would cause massive transportation of students, both whites out of the area and minorities into the area. The Tyler Independent School District administration believes that the community would not and will not accept massive bussing to create racially mixed schools at the cost

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and series of neighborhood schools. Surely it would be more possible to try to achieve the racial mix you seek by means other than bussing. I would hope we could explore the possibility of magnet schools as one alternative.

30. Your statement that TISD must demonstrate that alternative student reassignment and attendance zone line modifications are not feasible to improve desegregation leaves the only apparent alternative as a major boundary change, which would again cause massive bussing and transportation of students. This all negatively impacts the minority students in particular.

31. The facts set forth in your paragraph 31 appear to be correct.

32. In paragraph 32 you mention the noncontiguous attendance zones at Woods and Clarkson. These zones were created under the original desegregation order. Taking out the noncontiguous zones will mean the school will be more majority white unless the district buses more minority students. This would make these schools' population more white.

33. Again, you suggest that TISD has not demonstrated that alternative attendance zone line modification and student reassignments would not better address the projected racially identifiable schools of Woods and Rice. My question is how do you reassign students without busing?

34. The Tyler Independent School District believes it has explored all types of proposals and had community input, community meetings and site based decision making involved in this entire process. What other suggestions do you offer on how TISD can adequately explore other alternatives?

#### III. SINGLE SCHOOL CLOSING/NEW SCHOOL/REASSIGNMENTS

35. Paragraph 35 of your letter is correct under the original proposal for the proposed bond.

36. The district disagrees with your paragraph 36. There is no "pattern" of closing city schools with significant minority enrollment or the district. Failing to maintain and upgrade facilities in predominantly minority schools as compared with predominantly white schools. The proposed closing of Homer, which was to be rebuilt close to where it is presently located, was based upon what the local community felt would be in the best interest of the district and the students. Homer is a 70 plus year old

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building with small classrooms that needs additional space for additional programs. TISD has always felt justified in locating schools and building schools where there was population growth and where the students were located. To retrofit a 70 plus year old building for technology did not make economic sense.

37. The responses to paragraph 36 are applicable to this paragraph also. Again, Hogg is an aging middle school located on approximately 7.94 acres which is one-half the size of the other middle school a.s.c. Hogg is confronted with small classrooms that present major problems for technology renovation. The central location of Hogg was considered an ideal location for district-wide programs that would benefit all students and personnel. The PACT, Banders, athletics, music services, upper level bilingual programs, gifted and talented programs, centralized food service operation and other such programs that were anticipated to be located at Hogg would benefit each and every student within the district.

38. Paragraph 38 of your letter seems to refute your paragraphs 36 and 37. TISD disagrees that it is presenting inconsistent positions. The site of Hogg school is small and expansion capabilities are not necessarily ideal for student/teaching facilities. The need for administrative space was to be fulfilled by using existing space while new construction was to be used for students. The district's intention was to use the existing facilities for administration and allow the students to enjoy new facilities that would be state of the art in technology.

39. The district disagrees with your conclusion that little or no consideration was given to constructing other classroom additions or remodeling the existing spaces at Hogg. Consideration was in fact given for new buildings for students and to renovate existing space for administration and student support services. Your suggestion can only be interpreted to mean that it is best to build schools in the central or downtown area and bus all of the students into that location. Where do you propose to fill 26 acres in the central area to build a new middle school? Cost must be considered, even if land were available. Again, TISD was operating under the assumption that it is best to build schools where the students are located in order to better serve the students. Your suggestion seems only to point to more bussing for an increased number of students.

40. TISD certainly understands the possibility of student reassignments and the drawing of attendance zone lines for all students within the district. However, the district and the

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parents of students have felt that students could be better served if they could remain in their local neighborhoods. As you are well aware, to maintain the zoning that you have suggested would require rezoning every two or three years. The gerrymandering of lines would be a nightmare. In a community such as Tyler, explaining to students, particularly young students, why the neighbor across the street does not go to the same school or the closest school to their student's home is hard. While the rezoning of all attendance zones is a possibility, do you really believe it would be in the best interest of all of the students and the community?

41. The district disagrees with your conclusions in paragraph 41. When you visited the Tyler area you were shown several alternative sites for schools. The cost of land alone prohibits the location of a school in the area that you suggest. The original thinking on the district's part when that land was purchased was that it would make sense to have students bused in a central area for both bus service and teacher support services.

42. I am unclear on what your meaning is regarding your statement: "TISD has not demonstrated that alternative assignments would not result in further desegregation at Hubbard." Again, the redrawing of boundary or attendance zones could have the effect of changing the desegregation at any school. If your point is not to adversely affect the minority population, why would this be an appropriate suggestion? Again, the records indicate that Hubbard is a more desegregated school now than it was in the past.

43. The district agrees with your paragraph 43. It was and is the intent of the district to improve the desegregation at all schools.

44. The district agrees with most of paragraph 44. The district does not view an increase in white enrollment from 61.27% to 63.14% as a major change in the racial makeup of the school. Again, in TISD's opinion this is not a significant change. Indeed the white enrollment is significantly less than it was under the original court order.

45. TISD has considered modification of attendance zones but does not believe that it was the best option for the district or the community. Again, is it your suggestion that the attendance zones be changed each year or every two years? If you reduce the number of blacks at Degan, then you must be considering the busing of students. Again, the district is trying to avoid unnecessary busing of students whether they be black, brown or white.

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46. The district disagrees with your characterization of Degan in paragraph 46. Degan has not been slighted in the upkeep. As shown on page 125, the report clearly indicates that nearly \$800,000 is to be spent on Degan. The other schools in this category and the proposed expenditures are: Rowley - \$719,000; Hubbard - \$424,000; Stewart - \$250,000; and Moore - \$315,000. Degan is receiving as large a share of expenditures as what was proposed at the other middle schools.

47. Paragraph 47 again refers to TISD "not considering" possible reassignments or attendance zone modifications for the schools. It must again be pointed out that the school site committee determines the needs and wants for "likely" schools. TISD works under a site based management concept and the community was heavily involved in the proposals for each school.

48. In response to paragraph 48 the district would show that the amounts identified for proposed expenditures for each of the schools was identified and prioritized by local parents, faculty, community leaders, TISD administration and TISD board members as they saw the needs of the schools and the students.

The district is aware of various agencies available to assist school districts in developing modifications to desegregation plans. In fact, the Texas Education Agency through its Equal Educational Opportunity Unit made a visit to the Tyler Independent School District on May 9 and 10, 1995. Two members of the Equal Educational Opportunity Unit of the Office of Accountability at the TEA conducted a review of the Tyler Independent School District. I am enclosing for your information a copy of the report signed by Mr. Thomas Willareal, Jr., Director of Equal Educational Opportunity with the TEA, dated July 24, 1995.

In response to your report that you reviewed the court docket in Tyler concerning the required semi-annual compliance reports filed by the district, I cannot explain why you did not have access to all of the reports. As required, all reports have been filed in a timely manner by the district. Since the reports are so voluminous you may want to review the records when you are next in Tyler and then determine which ones you may want copied.

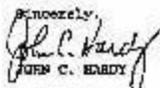
The district feels that it has acted appropriately with all modifications under the desegregation plan. All expansion, construction and renovation of school facilities have been done with the entire student population of the district in mind. Your letter indicates the United States may have other concerns regarding the TISD's continued desegregation obligations that are

Ms. SULLIVAN E.N. Feigherty  
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not discussed in your letter. The district would welcome an opportunity to try to answer any additional questions that you might present. You make reference to the biracial committee's inactivity. This inactivity is certainly not at the behest of the Tyler Independent School District. The district supports a biracial committee and would suggest to the court that a tri-ethnic committee might be more appropriate at this time. With the increase in the hispanic population in this area, I believe that hispanics should also be represented on any committee. I would hope that the urging of a tri-ethnic committee could be a joint effort which the United States government could support.

It would appear to me that it would be most appropriate for you to plan another trip to Tyler to formally review whatever concerns you might have regarding this district. I would suggest that ample time be allotted to this next trip so that you could review documents and do indeed do site visits. There are appropriate personnel both with the district and outside of the district that could give you a better feel for the community support of the Tyler Independent School District. It is difficult, if not impossible, to respond to anonymous calls, letters and rumors. In your next visit I would urge you to try to meet with the board in a formal process to determine what proposals could be urged by both the United States and the local community in better support of public schools in Tyler.

Thank you for your attention to this response. I look forward to visiting with you in the near future.

Sincerely,  
  
JOHN C. HARDY

JCH-pw  
ATT:293.102