

# Trinity Independent School District



LEGISLATIVE BUDGET BOARD STAFF AND  
MCCONNELL JONES LANIER & MURPHY LLP

MARCH 2012

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# **Trinity Independent School District**

**Legislative Budget Board Staff and  
McConnell Jones Lanier & Murphy LLP**

**March 2012**

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## LEGISLATIVE BUDGET BOARD

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March 30, 2012

Mr. David E. Plymale  
Superintendent  
Trinity Independent School District

Dear Mr. Plymale:

The attached report reviews the management and performance of Trinity Independent School District's (TISD) educational, financial, and operational functions.

The report's recommendations will help TISD improve its overall performance as it provides services to students, staff, and community members. The report also highlights model practices and programs provided by Trinity ISD.

Some of the recommendations provided in this report are based on state or federal laws, rules or regulations, and should be promptly addressed. Other recommendations are based on comparisons to state or industry standards, or accepted best practices, and should be reviewed to determine the level of priority, appropriate timeline, and method of implementation.

The Legislative Budget Board engaged MJLM, LLP to conduct and produce this review, with LBB staff working in a contract oversight role.

The report is available on the LBB website at <http://www.lbb.state.tx.us>.

Respectfully submitted,

A handwritten signature in black ink, appearing to read "John O'Brien".

John O'Brien  
Director  
Legislative Budget Board

cc: Ms. Judy Bishop  
Mr. Gary Gallant  
Mr. Bill Weaver  
Ms. Dorothy Franklin  
Mr. L. C. Courtney  
Mr. Steve Tyler  
Ms. Maggie Trevino

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## EXECUTIVE SUMMARY

Trinity Independent School District's (Trinity ISD's) school performance review notes 17 commendable practices and makes 60 recommendations for improvement. This Executive Summary highlights the district's significant accomplishments and presents the review team's findings and recommendations. A copy of the full report is available at [www.lbb.state.tx.us](http://www.lbb.state.tx.us).

### SIGNIFICANT ACCOMPLISHMENTS

- Trinity ISD's Board of Trustees (board) and superintendent have developed a good working relationship, which has resulted in a cohesive executive leadership team that has given board members and staff a great deal of confidence in the superintendent's ability to successfully manage the district. The board and superintendent began participating in the "Team of Eight" training concept, which encourages a collaborative effort between the board and the administration to effectively govern the district. As a team of eight, board members understand in unanimity that their role is to govern and not micromanage TISD operations. Each member has a key role in the governance, management, and administration of the district. The superintendent leads the district and handles day-to-day administrative and operational responsibilities, and the board has responsibility for policy, strategic oversight, and budget support.
- The superintendent leveraged existing resources and garnered teaching staff support to implement multiple necessary changes for improving student performance by including relevant stakeholders, focusing the district on teaching and learning goals, and implementing structures and processes to build stability and infrastructure. Several measures taken by the superintendent since his arrival in fall 2010 include:
  - developing and implementing a new internal curriculum development process that promoted better teacher understanding of the Texas Essential Knowledge and Skills (TEKS), alignment with assessments, staff ownership, and buy-in;
  - creating aligned benchmark exams, for weekly administration allowing for frequent assessment of student understanding and early opportunities for reteaching, remediation, and enhancement;
  - implementing a process that ensures thorough monitoring of the curriculum through frequent classroom observations by school principals;
  - adopting a new software suite to enhance data management, allowing for walkthrough feedback to be shared electronically and immediately;
  - introducing a new school climate model to emphasize the essential role positive relationships play in student success; and
  - introducing new academic support using a research-based academic intervention program to support struggling learners.
- Trinity ISD reduced costs by changing its workers' compensation carrier. Between fiscal years 2008 and 2011, workers' compensation costs increased 28 percent from \$13,952 in fiscal year 2008 to \$17,818 in fiscal year 2011. During fiscal year 2011, the district issued a request for proposal (RFP) for workers' compensation claims administration services, resulting in savings of \$34,565.
- Trinity ISD took decisive action to prepare for budget shortfalls by balancing its budget without using its fund balance, and by identifying cuts that had minimal impact in the classroom. The district began the budget development process a few months earlier than normal to allow more time for budget deliberations. It developed best and worst case scenarios and implemented various budget cutting initiatives to address anticipated shortfalls in funding. Steps taken to balance the budget included staff reductions through attrition, use of industry benchmarks to "right size" auxiliary staffing levels, adjustments in thermostat settings to reduce utility costs, reductions in supply costs, reduction in transportation routes and changes in transportation salary structure from route to hourly basis, nonrenewal and reductions in various employment contracts, and restructuring and/or elimination of professional services contracts,

- including maintenance and grounds contracts, both of which were brought back in-house.
- During school year 2010–11, Trinity ISD reversed three years of operating losses in Food Service and generated an operating surplus. The new Food Service Director implemented a variety of controls to reduce costs and improve productivity. TISD has reduced payroll costs by three percent and food costs by 11 percent from school years 2009–10 to 2011–12. An analysis of departmental costs indicates that the district is within school food service industry standards for labor and food costs as a percentage of revenues. The district has lowered their labor cost to 34 percent of total revenues while food service industry standard is 40–45 percent. In total, Trinity ISD was able to reduce costs by \$83,036 during school year 2010–11, as compared to school year 2009–10.
  - Trinity ISD’s transition to internal management of its maintenance and transportation operations has allowed for cost savings over the previously contracted services. The district transitioned from outsourced to district management for school year 2010–11. A cost-benefit analysis that focused on annual contract costs versus the cost of employing a joint Operations Manager was conducted. The district estimated the cost of an establishing an in-district Operations Manager position, and allocated the cost of this position proportionally to transportation and maintenance. The results of the analysis indicated significant savings (approximately \$117,000 annually for transportation and maintenance operations) could be realized with this transition. The process of regularly reviewing internally and externally provided services in order to identify opportunities to reduce cost or increase value is an important component of active financial management of operations.
  - The district has effectively used grants and E-Rate funding to implement a wireless network and computing infrastructure that well positions the district to meet current and future operational and instructional technology needs. The three grants the district has received are the Professional Development for Schools, Teachers, Administrators and Regions STAR Grant (STAR), Vision 2020 – Technology Immersion Strand (Vision 2020 – Cycle 1), and Vision 2020 – Technology Immersion Strand (Vision 2020 – Cycle 2). The total amount of funds received from school years 2007–08 to 2010–11 for the acquisition of laptops, Promethean boards, classroom response systems (clickers), wireless slates, and required professional development was more than \$1.2 million.
  - Trinity ISD has installed an Audio/Visual Digital Media room at Trinity High School that provides students the opportunity to have a real-life experience in planning, producing, and delivering a live streaming video broadcast. The room is setup as a broadcast studio with cameras, lights, anchor desk with PCs and stationary microphones, and a green wall back drop (therefore the room is called the “green” room). Participating students receive credits under the Career and Technical Education (CTE) program. At the time of this onsite review, the students were streaming a weekly news audio/visual digital broadcast that can be accessed through the web. Future plans included expanding to include daily district and campus announcements.
  - The district has a very active group of parents and community members who work together and provide considerable volunteer hours to support the district’s mission. Trinity ISD’s parent involvement initiatives are primarily campus-based, which means that the programs are organized and carried out at the campus level, with parents maintaining a significant amount of interaction with the districtwide volunteer coordinator and school principals. Trinity ISD has a districtwide Parent Teacher Association (PTA) organization that has had more than 200 members for the past three years. The districtwide PTA meets monthly during the school year to plan parental and community involvement activities. The PTA also works closely with the districtwide volunteer coordinator to ensure that parents are volunteering in schools and assisting with fundraisers and a host of other activities. Some of these activities include field trips that span as far as Houston and San Antonio. The district’s superintendent and guest speakers typically participate at the monthly meetings to provide parents and community members with updates on school activities or special programs such as school or community sponsored tutorial sessions, field trips sponsored by community organizations, or social support programs that could be useful to

students. During school year 2010–11, Trinity ISD had a total of 155 parents and community members to volunteer, and these individuals logged over 5,300 volunteer hours for the school district in a wide variety of activities such as room parents, tutors, mentors, field trip chaperones, and band volunteers. In addition to the volunteer hours, the district received over \$3,200 in volunteer donations from various community partners.

## SIGNIFICANT RECOMMENDATIONS

### EDUCATIONAL SERVICE DELIVERY

- Recommendation: Develop a detailed plan for monitoring improvement strategies to ensure implementation success.** Trinity ISD recently implemented numerous far-reaching strategies to improve student performance across content areas and grade levels, and should closely monitor progress to ensure success. Due to the strategy changes being very recent, the ultimate success of the district's efforts are as yet uncertain. If new strategies and processes are not consistently implemented and monitored, the possible result of introducing so many changes within such a short time period is dissolution and fragmentation of efforts with decreased staff buy-in and no final impact on student achievement. Establishing and systematically tracking districtwide implementation indicators, leading indicators, and lagging indicators will allow the district to measure overall progress. While these indicators may already be included in planning informally, a detailed plan for tracking indicators is important for accurately documenting change and making adjustments as necessary.
- Recommendation: Implement a similar process as used in the curriculum development for science and mathematics for curriculum development in the English Language Arts-reading and social studies content areas.** Trinity ISD's current curriculum development process for English language arts (ELA)-reading and social studies lacks sufficient structure and resources for providing an adequate curriculum. Due to higher student performance in these areas, the ELA-reading and social studies curriculum development process has received much less guided support and resources than was provided for the curriculum development for mathematics and science. Efforts to initiate curriculum development in ELA-reading and social studies were based more on the need to develop a consistent districtwide curriculum and dissatisfaction with CSCOPE than on student performance concerns. The district should consider convening a teacher from each grade level for each of the two content areas (ELA-reading and social studies) during the summer to allow the district to conduct a thorough needs assessment and provide the necessary guidance and support to ensure a consistent, TEKS-aligned curriculum that eliminates fragmentation. The total initial cost for conducting a curriculum writing process similar to the process conducted for the mathematics and science areas would be a one-time cost of approximately \$17,000, which does not include costs associated with on-going curriculum updates.
- Recommendation: Articulate a longer term strategic focus on building a college-going culture and enhancing advanced academic services, including Gifted and Talented (GT), Advanced Placement (AP), and dual enrollment as the district reorganizes and rebuilds from its Academically Unacceptable status.** Trinity ISD does not provide quality instructional programming targeting high performers and has not established an environment that encourages college readiness. Numerous sources indicate that the district has not promoted a college-going culture or provided adequate or challenging academic opportunities for higher performing students. Staff reported that teachers in the district, who had been previously certified to teach AP courses, had let their credentials lapse. Thus, beyond the GT honors courses, the only real advanced academic programming provided in the district were dual enrollment courses offered in agreement with Angelina College in core college introductory courses, such as English, mathematics, and science. Overall, focus on creating a college-going culture in the district has been a low priority, especially given the urgency of addressing low academic performance. The district's lack of focus on advanced academics and limited opportunities communicates an overall message of low expectations and limits focus on rigor in instruction. A focus on high expectations and college awareness can help build a college-going culture. By supporting AP training for a select group or all core area middle/high school teachers,

the district will build capacity for the curriculum development process, and, possibly consider offering AP classes in the future. If the district sent five teachers per year, the total costs would be \$5,000 annually. The district could recoup some of the training costs through TEA's AP Teacher Training Reimbursement program, bringing the total annual fiscal impact for this recommendation to \$2,750 per year or \$13,750 over a five-year period.

### **DISTRICT ORGANIZATION**

- **Recommendation: Modify the district's organization structure to align similar functions and reduce the superintendent's span of control by redistributing instructional and operational responsibilities between the superintendent, director of Curriculum, and director of Operations.** Currently, the superintendent has 10 direct reports, including four principals, and an administrative assistant who serves on his staff with dual responsibility for Human Resources. An effective span of control varies from organization to organization. While the district recently hired a Curriculum Director, the Special Education Director still reports directly to the superintendent. Additionally, the current organizational structure includes directors reporting to another director. For example, the Operations Director and Food Service Director report to the director of Business and Human Resources. Trinity ISD's curriculum and operations functions and responsibilities are allocated among four directors rather than deputy or assistant superintendents: the directors of Curriculum, Special Education, Operations, and Food Service, respectively. Streamlining will reduce the superintendent's span of control to five direct reports, from his current 10 direct reports. The position title director of Curriculum should be changed to assistant superintendent for Curriculum and Instruction to better describe a more appropriate reporting level and actual responsibility. The director of Business and Human Resources position title should be elevated to assistant superintendent for Finance, Administration, and Operations to reflect the distinction between reporting levels since the director of Food Service and director of Operations actually report to this position. The proposed reorganization calls for modifying the structure of the Curriculum function to include

Special Education, which would report directly to the assistant superintendent for Curriculum and Instruction rather than the superintendent. The fiscal impact would be \$89,250 over five years for the additional responsibilities and upgrade of the director of Curriculum to assistant superintendent for Curriculum and Instruction. There would be no fiscal impact for the proposed assistant superintendent for Finance, Administration, and Operations, as this is a title change only.

- **Recommendation: Implement the recommended staffing changes throughout the district to operate more efficiently and effectively.** In several functional areas, the district is not appropriately staffed based on accepted best practices. These recommendations are included in this report:
  - Create an instructional technology coordinator position with responsibility for technology training and integration of technology into the curriculum. The fiscal impact would be a cost of \$267,750 over five years.
  - Create a human resources generalist position to coordinate human resources functions across the district. The fiscal impact would be a one-time cost of \$1,020 to obtain certification status, and \$196,880 in salary, benefits, and training over a five year period.

### **POLICIES AND PROCEDURES**

- **Recommendation: Develop written, comprehensive policies and procedures manuals for more effective operations in the financial and operational areas.** Trinity ISD lacks policies and procedures in the financial and operational areas. Policies provide authorized guiding principles for daily decision-making while procedures define the tasks to perform. Without documented policies and procedures, functions may be carried out in an inconsistent, ineffective, and inefficient manner. Department directors should identify functions or activities that require a policy or procedure to be compliant or make a process more effective and develop comprehensive policies and procedures which address these functions and activities. These policies and procedures should become a part of department and districtwide standard operating procedures manuals and implemented districtwide. Examples of

departments at Trinity ISD that are deficient in this area include:

- The Maintenance Department lacks a policies and procedures manual. Maintenance staff have no standard checklist or report documenting the specific tasks completed, cost of materials used, and the frequency that the maintenance is performed. In addition, lack of written procedures could result in a safety issue with the improper mixture or use of chemicals or unintentional violations of environmental or safety regulations.
- The Business Office does not have documented procedures for critical accounting functions and processes such as cash handling, accounts payable, payroll, and purchasing. The Accounts Payable/Payroll clerk has been with the district for about 22 years. The director of Business and Human Resources has been with the district for seven years. These individuals have almost 30 years of combined knowledge about the district's critical business and accounting functions. However, their collective knowledge has not been documented in the form of procedures describing how to perform critical functions. Furthermore, in the absence of a comprehensive purchasing procedures manual, district employees could unknowingly violate district and state purchasing requirements, or spend more time than necessary when attempting to complete purchase requisitions. Instead of written procedures, Trinity ISD relies on the online help feature that is a part of the financial information system to assist users through the automated process. The Business Director provides training at the start of each year to employees that will be responsible for processing online purchase orders. This training is focused more on processing purchase requisitions through the system than on purchasing requirements and regulations.
- Trinity ISD does not have a comprehensive Human Resources (HR) Procedures Manual that defines the HR processes and district HR policies. Current employees involved in performing HR activities were recently assigned these tasks with no prior HR experience. Since there is not a HR procedures manual, staff have had to determine how to complete processes when events occur.
- In the district's Transportation Department, procedure infrastructure has not been customized to local conditions, particularly as it relates to high impact incidents such as missing children, accident management, and other emergencies. Trinity ISD has developed a selection of policy documentation for transportation services; however, the expected response to aspects of the operation that represent high stress, low incidence concerns (e.g., accidents, missing children, school lockdowns, etc.) are not formally documented. Documenting response expectations will ensure that the school district realizes the outcomes it expects during any difficult incidents.
- The district's Information Technology (IT) Department lacks documented policies and procedures to drive operational activities and standardization. The IT Department has not developed policies and procedures for most information technology functions. These policies and procedures provide daily guidance for technology activities and ensure the district's technology function can continue to operate in the event of a personnel change. Additionally, the lack of procedures can result in situations in which district employees cannot access e-mail, network files, student information, or connect to the regional education service centers for services should an absence occur among technology staff.
- Trinity ISD lacks a comprehensive safety and security policy and procedures manual which results in safety and security procedures being inconsistently performed or not performed at all. The director of Business and Human Resources (director) should draft a comprehensive safety and security policy manual for the district. The director should meet with the superintendent to outline the areas for procedure development. The manual should include the following topics: Emergency Operations Plan, emergency training, safety and security audits, preparedness drills, visitor's policy, playground safety, incident reporting, Internet safety, bullying, gender respect, and H1N1 and incorporate excerpts from existing employee and student handbooks and the updated Emergency Operations Plan.

**PLANNING**

- **Recommendation: Develop and implement planning processes to ensure effective functioning of the district's financial and operational areas.**

Trinity ISD does not conduct adequate planning activities in the financial and operational areas. Lack of planning leaves the district open to unexpected situations and expenditures for which it might not have the resources to address. The implementation of planning processes districtwide will ensure effective functioning of the district's financial and operational areas.

- While the Trinity ISD Board of Trustees establishes specific goals and objectives on an annual basis, the district does not:
  - \* Include critical elements of implementation, prioritization, and monitoring in their strategic plan in order to achieve the district's strategic goals;
  - \* Effectively implement site-based-decision-making (SBDM) at its campuses, particularly in the budgeting process.
- Related to facilities planning, the district lacks:
  - \* A comprehensive long-range facility master plan that provides a roadmap for future construction and renovation programs;
  - \* A preventive maintenance program for its facilities designed to avoid equipment breakdowns and prevent routine problems from escalating into major repairs or possible premature replacement; and
  - \* A comprehensive energy management program to reduce the district's annual electric consumption.
- Within the Transportation Department, the district does not:
  - \* Have operational documentation of bus routes for purposes of developing student rosters and adequate state reporting; and
  - \* Have a formalized replacement planning procedure that dictates the time and/or mileage period when buses should be replaced.
- Planning is also lacking in the Technology Department, where there is no comprehensive

long-range technology plan that takes into consideration the District Improvement Plan (DIP) and incorporates a detailed replacement strategy for the district's computing hardware.

- With regards to Safety & Security, the district needs to:
  - \* Update and distribute to district staff the emergency operations plan (EOP) to meet current standards and requirements; and
  - \* Establish and maintain a school safety and security committee to support the audit process, review audit reports, and monitor implementation plans.

**FINANCIAL MANAGEMENT**

- **Recommendation: Strengthen internal controls within the Business Office by adopting and enforcing a LOCAL nepotism policy, establishing segregation of duties, and eliminating incompatible functions.** Trinity ISD's internal control structure is undermined by close family ties within the Business Office, and insufficient segregation of incompatible duties. The director of Business and Human Resources supervises the accounts payable/payroll clerk, his mother, who is no longer a district employee but a contracted employee. This situation weakens the control environment and creates the potential for nepotism. The risks created by this relationship in the Business Office is exacerbated by the fact that the director of Business and Human Resources and the accounts payable/payroll clerk have total control over the district's business affairs. Both of these positions can change the payroll and vendor master files, and both have access to the check stock and electronic signature access codes. Moreover, the accounts payable/payroll clerk maintains personnel files while the director of Business and Human Resources approves purchase orders and vendor payments, makes accounting entries, uploads and manages the budget, reconciles bank accounts, enters new employees and vendors into the system, monitors contracts, has access to pay rates, including his own, and performs other incompatible duties with limited to no oversight. The relationship between the director of Business and Human Resources and the accounts payable/payroll clerk, their level of access and control to critical business functions, and a lack of segregation

of duties creates an environment in which misconduct could occur and go undetected. At best, this situation creates negative perceptions of what could go wrong; at worst, there is a potential for impropriety.

- **Recommendation: Implement more aggressive strategies to improve the collection of delinquent taxes.** The district's lack of aggressive, innovative approaches to tax collection, as well as slow paying property owners, has led to an accumulated high delinquent property tax receivable balance. As of September 30, 2011, the district's delinquent property tax balance was \$2,470,388, which is equal to almost one year's tax levy. The district should take more ownership of the process by having the board provide more direction to the tax office regarding collecting taxes and determine a timetable for various actions. If the district could decrease its pre-fiscal year 2008 delinquent tax balance by two percent per year through more aggressive collection efforts, the fiscal impact would be \$163,052 of additional cash flow over a five-year period.
- **Recommendation: Determine the reason for the unreconciled difference on the operating account, and perform a "true" and timely reconciliation of all bank accounts every month.** Trinity ISD's main bank account has not been properly reconciled since August 2010. The district's bank reconciliations for fiscal year 2011 were out of balance in amounts varying from the general ledger cash balance being \$47,838 less than the bank cash balance to \$21,765 more than the bank cash balance. This out-of-balance condition creates a risk that bank errors could have been made and gone undetected. Additionally, funds could have been misappropriated or recorded incorrectly. The district should take immediate steps to develop an action plan to reconcile the operating account within 60 days. The reconciliation should be performed by someone other than the director of Business and Human Resources since this individual has duties that should be segregated from the bank reconciliation process.
- **Recommendation: Communicate compensatory overtime information to employees more effectively.** Trinity ISD does not effectively communicate compensatory overtime balances and compensation calculations to eligible employees. The district's nonexempt employees who work in excess of

40 hours per week accrue overtime at the rate of time and one-half. This time is accumulated in an overtime bank, which is charged when the employee takes time off from work. At the end of the year, the district pays each employee any remaining hours based on the employee's pay rate. The district's compensatory overtime policy states that employees cannot accumulate more than 60 hours per year. Any hours accumulated in excess of 60 hours should be paid to the employee immediately rather than at the end of the year. Some staff stated that they are not paid currently for overtime, and they do not understand how their overtime accrual is calculated. Some employees said that the district does not provide a clear answer when asked about the calculation. Additionally, the district does not provide a summary of the calculation on the check stub, nor is there an envelope insert describing how the amounts were determined. Some employees complained that they have to wait until the end of the year to receive payment for overtime worked throughout the year and therefore do not want to work overtime. The review team's calculations on a subpopulation of 24 employees, demonstrates that the district's calculations may not be accurate. Calculations reveal a potential underpayment to selected employees of approximately \$21,829. However, the review team was not able to verify this amount with the district.

#### **CHILD NUTRITION SERVICES**

- **Recommendation: Develop and implement alternative breakfast options.** Trinity ISD does not market breakfast to increase participation in the School Breakfast Program. Breakfast in the classroom was being considered, but has not been implemented due to teacher resistance. Despite this resistance, implementing innovative breakfast programs could generate additional revenues for the food service program in addition to providing students with a healthy start to the day. Successful programs implemented may include offering additional breakfast periods, curbside breakfast-in-a-bag, breakfast in the classroom, or breakfast on the bus. Implementing this recommendation, which would include increasing breakfast participation for reduced and full priced students, could result in an additional \$8,491 net revenues in year one at a target participate rate of 50 percent to \$16,400 net revenue in year five

at a target participation rate of 70 percent. The total five-year accumulated savings is \$73,202.

## GENERAL INFORMATION

- Trinity ISD is located in Trinity County, which is located approximately 90 miles north of Houston. A portion of the school district extends southwest into Walker County and serves students primarily from Trinity as well as unincorporated surrounding communities.
- The school year 2010–11 district profile as listed in the Academic Excellence Indicator System (AEIS) of the Texas Education Agency (TEA) reflects the following demographics:
  - an enrollment of 1,201 students;
  - 59.0 percent White;
  - 20.1 percent Hispanic;
  - 18.2 percent African American;
  - 0.3 percent American Indian;
  - 0.3 percent Asian; and
  - 1.9 percent Two or More Races.
- In school year 2010–11, approximately 81.7 percent of students were economically disadvantaged, 53.2 percent were at risk, and 9.2 percent were identified as limited English proficient (LEP).
- Under the state accountability system, the district received an Academically Unacceptable rating for school year 2010–11 from TEA due to mathematics and science Texas Assessment of Knowledge and Skills (TAKS) performance for African American students. This was the second year in a row the district received an Academically Unacceptable rating and the fourth time in six years. In school year 2010–11, three out of four campuses were rated Academically Unacceptable, with Trinity Middle School rated Academically Acceptable. Edna Lansberry Elementary, Trinity Intermediate, and Trinity High were rated Academically Unacceptable in school year 2010–11.
- The district's preliminary 2011 AYP results indicated that Trinity ISD "Met" AYP. However, the district "Missed" AYP in school years 2008–09 and 2009–10 and is in Stage 2 of School Improvement Program

Requirements for Mathematics and Reading for school year 2011–12. One Trinity ISD campus, Edna Lansberry Elementary, "Missed" AYP due to mathematics performance for White students. Trinity High School "Met" AYP but is in Stage 1 of Improvement Program Requirements for Mathematics for school year 2011–12. Trinity Intermediate and Trinity Middle School "Met" AYP.

- The district has experienced significant turnover in leadership and teacher positions. The new superintendent, who came to the district in school year 2010–11, arrived at a time when the district was characterized by a lack of academic leadership and inconsistency between campuses due to a history of turnover in campus leadership and teachers. For example, the superintendent position has been held by four superintendents, including the current superintendent, and two interim superintendents since 2002. The high school principal position had been filled by four people since 2007. The school year 2009–10 teacher turnover rate was 27.3 percent, compared to 11.8 percent for the state average.
- The district is served by the Regional Education Service Center VI (Region 6) in Huntsville.
- The district is represented by Senator Steve Ogden, Representative James White, and Representative Lois W. Kolkhorst.

## SCHOOLS

The district has five schools, including the following:

- Edna Lansberry Elementary School (Grades PK–4)
- Trinity Intermediate School (Grades 5–6)
- Trinity Middle School (Grades 7–8)
- Trinity High School (Grades 9–12)
- Trinity Disciplinary Alternative Education Program

## FINANCIAL DATA

- Total actual fiscal year 2009–10 expenditures: \$12,202,197
- Fund balance as a percent of total budgeted expenditures was 26.5 percent (fiscal year 2009–10) compared to the state average of 18.7 percent.

- Fiscal year 2009–10 Tax Rate: \$1.144 (\$1.040 Maintenance and Operations and \$0.104 Interest and Sinking).
- Total wealth per student: \$231,205 with wealth per WADA (fiscal year 2010–11) at \$172,884.
- In fiscal year 2009–10, 54.2 percent of total actual expenditures were spent on instruction, while 58.4 percent of actual operating expenditures were spent on instruction.
- Instructional expenditure ratio (general funds) for fiscal year 2009–10 was reported at 64.2 percent compared to the state average of 65.3 percent.

The chapters that follow contain a summary of the district's accomplishments, findings, and numbered recommendations. Detailed explanations for accomplishments and recommendations follow the summary and include fiscal impacts.

Each chapter concludes with a fiscal impact chart listing the chapter's recommendations and associated savings or costs for 2012–13 through 2016–17.

Following the chapters are the appendices that contain the results from the district surveys conducted by the review team.

Some of the recommendations provided in this report are based on state or federal laws, rules or regulations, and should be promptly addressed. Other recommendations are based on comparisons to state or industry standards, or accepted best practices, and should be reviewed to determine the level of priority, appropriate timeline, and method of implementation.

The following table summarizes the fiscal impact of all 60 recommendations in the performance review.

## FISCAL IMPACT

	2012–13	2013–14	2014–15	2015–16	2016–17	TOTAL 5-YEAR (COSTS) SAVINGS	ONE TIME (COSTS) SAVINGS
Gross Savings	\$23,267	\$29,609	\$29,832	\$29,180	\$28,541	\$140,429	\$0
Gross Costs	(\$101,611)	(\$104,311)	(\$104,311)	(\$104,311)	(\$104,311)	(\$518,855)	(\$25,289)
<b>TOTAL</b>	<b>(\$78,344)</b>	<b>(\$74,702)</b>	<b>(\$74,479)</b>	<b>(\$75,131)</b>	<b>(\$75,770)</b>	<b>(\$378,426)</b>	<b>(\$25,289)</b>



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# **CHAPTER 1**

## **DISTRICT ORGANIZATION AND MANAGEMENT**

**TRINITY INDEPENDENT SCHOOL DISTRICT**

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# CHAPTER 1. DISTRICT ORGANIZATION AND MANAGEMENT

Trinity Independent School District (TISD) is located in Trinity County, which is located approximately 90 miles north of Houston. Trinity’s current population is approximately 2,700 according to the Trinity Chamber of Commerce. A portion of the school district extends southwest into Walker County and serves students primarily from Trinity as well as unincorporated surrounding communities. TISD’s student enrollment for school year 2010–11 was 1,201 students, reflecting a slight increase in district enrollment from the prior year. About 82 percent of TISD’s students are economically disadvantaged.

A school district’s Board of Trustees (board) must work collaboratively with each other and the superintendent to effectively govern and lead a district. School board members listed their key responsibilities as establishing district policy and direction, supporting and empowering district staff, advocating improvement of student success, and ensuring resources are appropriately allocated to accomplish district objectives.

TISD has seven board members and is under the leadership of its third superintendent in the last five years. Board members unanimously support the superintendent’s efforts to make the district academically acceptable. All seven board members hold “at-large” seats and are elected to staggered, three-year terms. **Exhibit 1–1** shows the board members for school year 2011–12, their title, year elected, length of service, and occupation. The average years of experience for members serving on this board is about eight years and

includes members who either grew up in Trinity or worked in Trinity ISD.

Board meetings are held monthly on the fourth Monday of each month. Regular meetings are held at 6 PM in the Boardroom of the TISD Administration Building located at 101 W. Jefferson Street. The public is encouraged to attend all meetings and may speak during the open forum portion of the agenda; however, each speaker is limited to five minutes. The board will not discuss or make decisions on any issues not posted on the agenda, including public comments. Any group of five or more wishing to address the board must appoint one person to represent the group to the board.

Board policy states that the board president and superintendent determine the agenda items for each meeting. The agenda is reviewed by the board president and superintendent before the regularly scheduled board meeting. The board president, on behalf of the board, can modify the agenda as a result of items discussed with the superintendent and cabinet members. The agenda is finalized and posted by noon of the third working day before the regularly scheduled board meeting. The superintendent’s administrative assistant compiles the board packets, including all supporting documents, according to the finalized posted agenda. The administrative assistant provides the board packets to board members typically five calendar days before the regularly scheduled Monday meeting. Prior to the meeting, each board member has a briefing session scheduled with the superintendent to review information included in the board

**EXHIBIT 1–1**  
**TISD BOARD MEMBERS**  
**SCHOOL YEAR 2011–12**

NAME	TITLE	YEAR ELECTED	LENGTH OF SERVICE	OCCUPATION
Judy Bishop	President	2003	8 years	Retired School Teacher
Gary Gallant	Vice President	2005	6 years	Trinity County Appraiser
Bill Weaver	Secretary	2009	2 years	CFO* – Trinity Steel Fabricators
Dorothy Franklin	Member	2002	9 years	Retired School Administrator
L.C. Courtney	Member	1996	15 years	Retired Chemical Engineer
Steve Tyler	Member	1998	13 years	Advertising
Maggie Trevino	Member	2008	3 years	Trinity ISD Volunteer

\*CFO = Chief Financial Officer.

SOURCE: TISD Administration, October 2011.

packets so that any questions or concerns can be addressed before the scheduled board meeting.

The superintendent is the chief executive officer of the district and, therefore, assumes the primary role and related responsibility for effective leadership of the district. The superintendent is responsible for implementing procedures needed to accomplish district policy. In addition to being the district's chief instructional leader, the superintendent also bears primary responsibility for guiding the day-to-day operations of the district and managing staff.

The board hired the current superintendent in August 2010, just prior to the beginning of school year 2010–11, and charged him with improving TISD's academic rating. The superintendent is responsible for ensuring that policies established by the board are implemented and appropriately adhered to throughout the district. Although relatively new to the district, more than three-fourths of TISD's administrative staff, principals, assistant principals, and teachers surveyed for this review indicated that the superintendent is respected and is an effective instructional leader and business manager.

In order for district leadership to effectively manage and create a fully functional organization, all stakeholders must have a clear understanding of their duties and responsibilities. School board members must have a clear understanding of their fiduciary duties and the superintendent must establish a balance between being the district's instructional leader and directing operational functions. Key administrators are charged with implementing the superintendent's directives within federal and state guidelines. Campus leaders must manage school faculty, assist with student education by staying abreast of new teaching methods, and handle the administrative and managerial tasks associated with an integrated site-based management structure. Collectively, the district's leadership team must have a good working rapport and be committed to the same purpose and educational goals.

The superintendent convenes weekly cabinet meetings every Tuesday. Cabinet members include all principals and directors of Curriculum, Special Education, Operations, Information Technology, Food Service, and Business and Human Resources. These cabinet meetings are structured to ensure key personnel are informed on district objectives, goals, and accomplishments. These meetings allow campus based staff and administrators to develop effective working relationships among all levels of leadership to enhance

operational efficiencies and the delivery of educational services.

## ACCOMPLISHMENT

- Trinity ISD's board and superintendent have developed a good working relationship, which has resulted in a cohesive executive leadership team that has given board members and staff a great deal of confidence in the superintendent's ability to successfully manage the district.

## FINDINGS

- TISD's organizational reporting structure and responsibilities are not adequately aligned as the superintendent's span of control is too broad to effectively manage the district.
- TISD's Strategic Plan does not include critical elements of implementation, prioritization, and monitoring by the board in order to achieve the district's strategic goals.
- TISD is not effectively implementing site-based decision-making (SBDM) at its campuses, particularly in the budgeting process.
- The district's principals and assistant principals lack sufficient leadership development and management training.
- The materials in board packets do not contain enough information about the management and operations of the district to allow board members to make thoroughly informed decisions.

## RECOMMENDATIONS

- **Recommendation 1: Modify the district's organization structure to align similar functions and reduce the superintendent's span of control by redistributing instructional and operational responsibilities between the superintendent, director of Curriculum, and director of Operations.**
- **Recommendation 2: Revise the strategic plan to make it more comprehensive to include critical provisions that will allow the board and superintendent to use it as a management tool to ensure successful implementation and effective governance.**

- **Recommendation 3: Enhance and enforce site-based decision-making practices to include educating committee members when addressing budget and district operations matters.**
- **Recommendation 4: Provide more leadership development and management training opportunities specifically for principals and assistant principals.**
- **Recommendation 5: Enhance existing executive-level finance and operations reports to provide board members with pertinent summary data to make more informed decisions, and improve management accountability.**

**DETAILED ACCOMPLISHMENT**

**BOARD RELATIONSHIPS AND ROLES**

Trinity ISD’s board and superintendent have developed a good working relationship, which has resulted in a cohesive executive leadership team that has given board members and staff a great deal of confidence in the superintendent’s ability to successfully manage the district.

During the site visit, the review team interviewed each member of TISD’s board and the superintendent to assess the board’s working relationship with the superintendent and the board’s understanding of their roles and responsibilities as the district’s governing body. The current superintendent is the third superintendent hired by the board in the last five years. Board members recognized that frequent turnover at the superintendent level is not in the

long-term best interest of the district and work very hard to support the superintendent’s initiatives to improve the academic performance of TISD students. The board and superintendent began participating in the “Team of Eight” training concept, which encourages a collaborative effort between the board and the administration to effectively govern the district. As a team of eight, board members understand in unanimity that their role is to govern and not micromanage TISD operations. Each member has a key role in the governance, management and administration of the district. The superintendent leads the district and handles day-to-day administrative and operational responsibilities, and the board has responsibility for policy, strategic oversight, and budget support.

Board member interviews and survey responses of district administrators, principals and assistant principals, and teachers indicate that district stakeholders have a great deal of confidence in the overall management of the school district. **Exhibit 1–2** summarizes these survey responses.

Principals and assistant principals agree that school board members understand their role as policy makers and have a good image in the community. Eighty-three percent of principals and assistant principals surveyed agree that board members understand their role as policy makers, while 76 percent of teachers surveyed either agree or strongly agree that the school board has a good image in the community.

The survey results also show the confidence district administrators and support staff, principals, assistant principals, and teachers have in the superintendent’s ability

**EXHIBIT 1–2  
TISD SURVEY RESPONSES ON THE OVERALL MANAGEMENT OF THE DISTRICT**

RESPONDENT	NUMBER OF RESPONDENTS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
<b>Survey Question: “School board members understand their role as policymakers and stay out of the day-to-day management of the district.”</b>						
Principals and Assistant Principals	6	33%	50%	0%	17%	0%
<b>Survey Question: “The school board has a good image in the community.”</b>						
Teachers	70	23%	53%	17%	7%	0%
<b>Survey Question: “The superintendent is a respected and effective business manager.”</b>						
District Administration and Support Staff	54	39%	35%	22%	2%	2%
Principals and Assistant Principals	6	50%	33%	17%	0%	0%
Teachers	70	32%	54%	7%	9%	3%

SOURCE: Review Team Survey, October 2011.

to manage the school district. Seventy-four percent of district administrators and support staff, 83 percent of principals and assistant principals, and 86 percent of teachers either agree or strongly agree that the superintendent is a respected and effective business manager.

## DETAILED FINDINGS

### **DISTRICT ORGANIZATION STRUCTURE (REC. 1)**

TISD's organizational reporting structure and responsibilities are not adequately aligned as the superintendent's span of control is too broad to effectively manage the district. As shown in **Exhibit 1–3**, the superintendent has 10 direct reports, including four principals, and an administrative assistant who serves on his staff with dual responsibility for Human Resources. The superintendent assumes too many responsibilities to effectively manage the leadership team. Daily operational reporting requirements, even for a smaller district of Trinity's size, are likely significant with this number of direct reports. An effective span of control varies from organization to organization.

**Exhibit 1–3** presents TISD's organization for school year 2011–12 as approved by the board in June 2011.

While the district recently hired a Curriculum Director, the Special Education Director still reports directly to the superintendent. Additionally, the current organizational structure includes directors reporting to another director. For example, the Operations Director and Food Service Director report to the director of Business and Human Resources.

Superintendents typically are responsible for a multitude of functions within a school district and the results associated with properly executing each function. However, they must continuously strive to establish a delicate balance between setting the vision and goals, working with the board, being involved in the community, managing finances, serving as an instructional leader, and delegating daily activities that accomplish instructional and operational requirements. Narrowing a superintendent's span of control allows more time for the chief executive to focus on critical strategic initiatives that contribute to the overall success of the district.

Sinton ISD divides responsibilities and reporting structure under the superintendent's office by allocating operational and instructional responsibilities between a deputy superintendent and an assistant superintendent for Curriculum/Support Services, while maintaining direct oversight for the principals and athletic director. Other

districts divide responsibilities between two to three assistant superintendents over the following combined areas: Business Services, Curriculum/Support Services, Human Resources/Student Services, or Support Operations/Special Programs Services. However, TISD's curriculum and operations functions and responsibilities are allocated among four directors rather than deputy or assistant superintendents: the directors of Curriculum, Special Education, Operations, and Food Service, respectively.

TISD should modify the district's organization structure to align similar functions and reduce the superintendent's span of control by redistributing instructional and operational responsibilities between the superintendent, director of Curriculum, and director of Operations. The district should create a functionally aligned organizational structure that ensures balanced reporting relationships, including the superintendent's overall span of control and the functions for which each director is responsible, while taking into account the skills, management styles, and statutory responsibilities involved. TISD's proposed organizational structure would realign similar functions to allow the superintendent and executive leadership team to effectively manage the operational and instructional aspects necessary to continue to improve student academic performance.

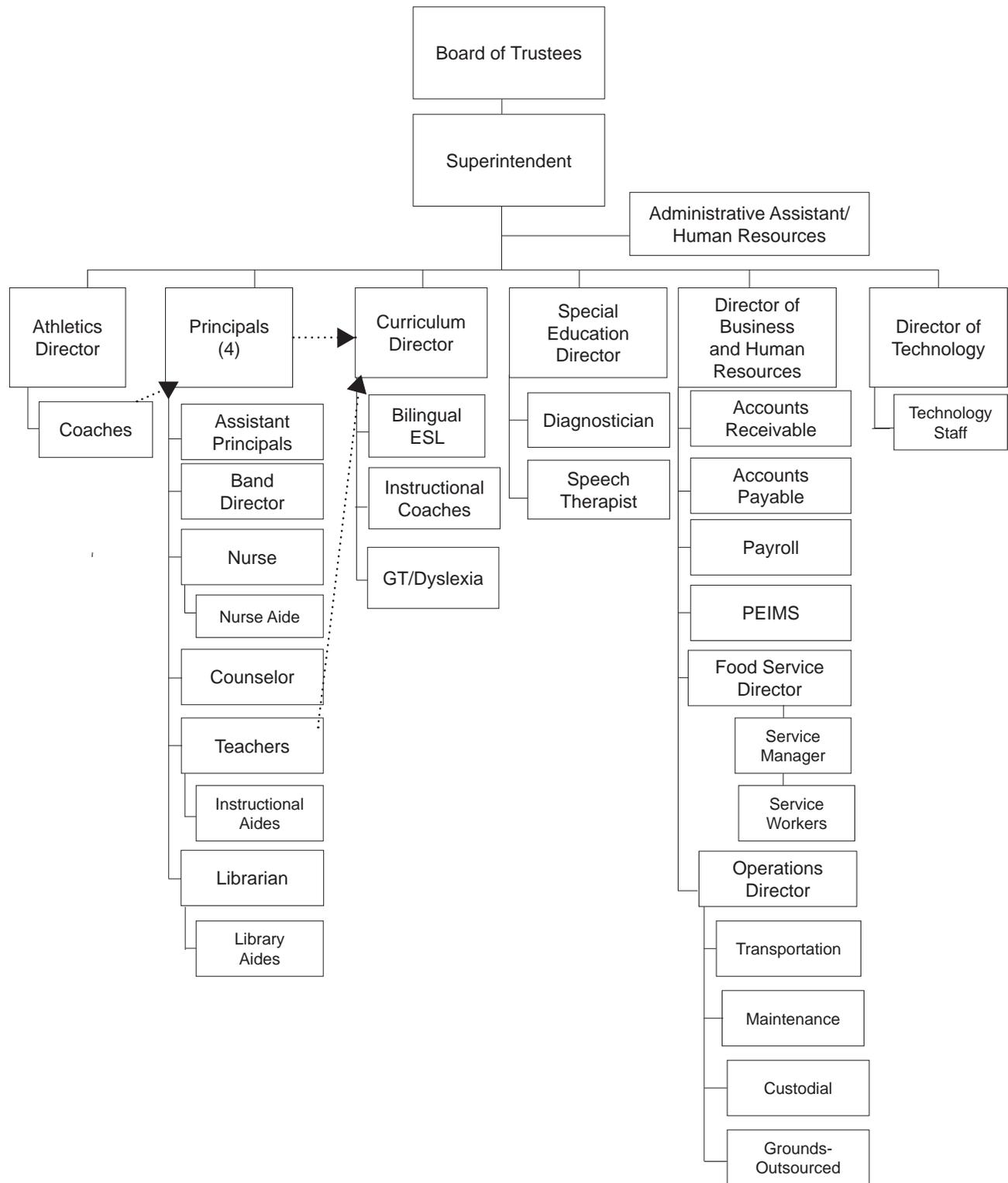
Streamlining will reduce the superintendent's span of control to five direct reports, from his current 10 direct reports. The position title of director of Curriculum should be changed to assistant superintendent for Curriculum and Instruction to better describe a more appropriate reporting level and actual responsibility. The director of Business and Human Resources position title should be elevated to assistant superintendent for Finance, Administration, and Operations to reflect the distinction between reporting levels since the director of Food Service, and director of Operations actually report to this position.

TISD should also consider modifying the structure of the Curriculum function to include Special Education, which would report directly to the assistant superintendent for Curriculum and Instruction rather than the superintendent.

**Exhibit 1–4** presents the proposed TISD organization.

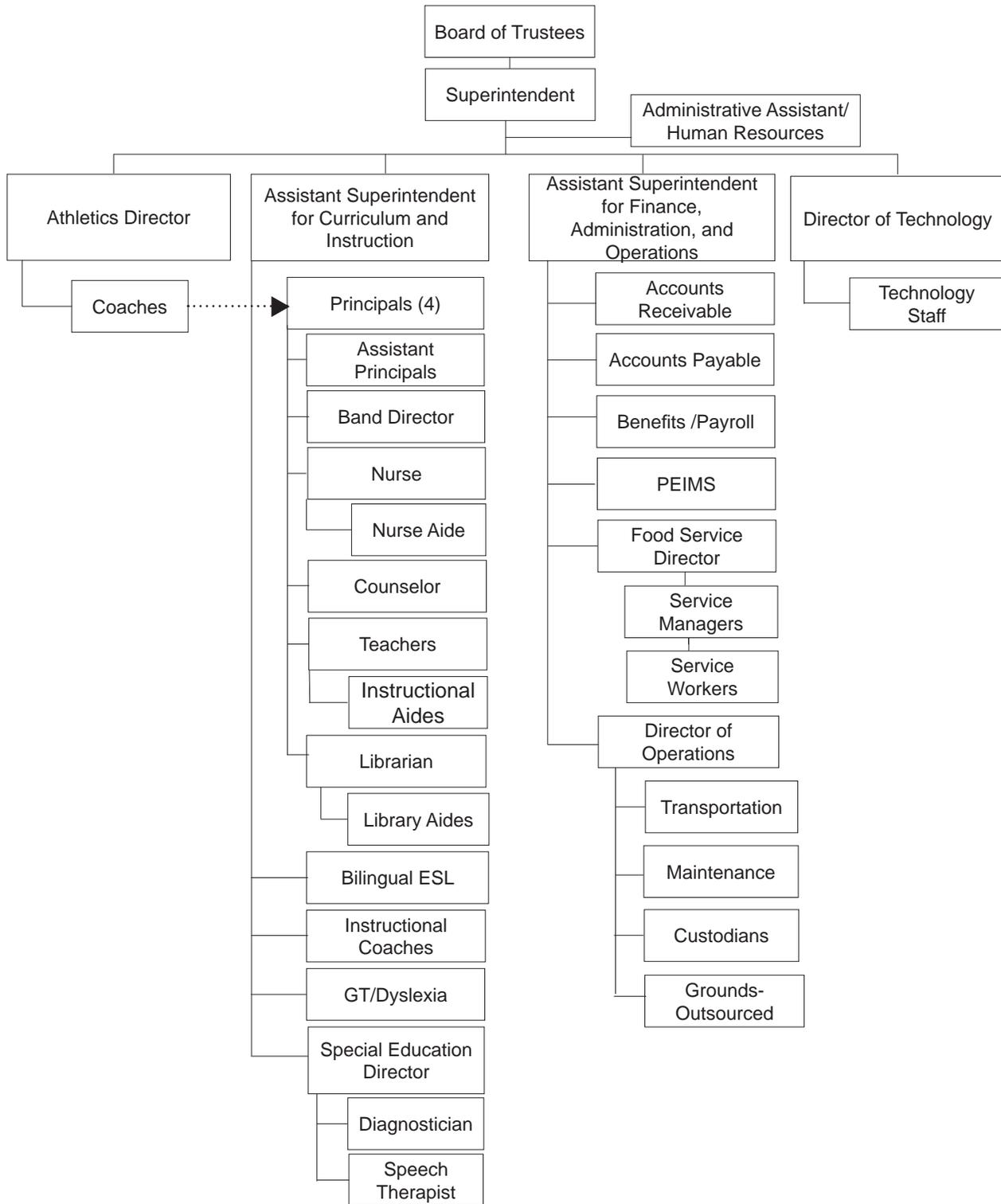
Implementing this recommendation will allow the superintendent to appropriately delegate authority for compatible functions, focus on district leadership, and take more of a strategic oversight role in the instructional and operational aspects of the district. In a district the size of Trinity, it is important for the superintendent to maintain an

**EXHIBIT 1-3  
TISD ORGANIZATION  
SCHOOL YEAR 2011-12**



NOTE: The Dash Lines indicate an indirect reporting relationship.  
SOURCE: TISD Administration, October 2011.

**EXHIBIT 1-4  
TISD ORGANIZATION  
2012-13 PROPOSED**



NOTE: The Dash Line indicates an indirect reporting relationship.  
SOURCE: Developed by Review Team, October, 2011

appropriate balance between the instructional and operational responsibilities in order to impact overall improvement of the district. The proposed reorganization provides the district with an efficient structure to effectively focus on strategic leadership and operational oversight responsibilities.

The fiscal impact is estimated to be \$17,850 per year (\$15,000 + 19 percent fringe benefits) for a five-year total of \$89,250 (\$17,850 per year x 5 years). The salary increase is for the additional responsibilities and upgrade of the director of Curriculum to assistant superintendent for Curriculum and Instruction. There would be no increase in salary for the proposed assistant superintendent for Finance, Administration, and Operations, as this is a title change only.

### **STRATEGIC PLAN (REC. 2)**

TISD's Strategic Plan does not include critical elements of implementation, prioritization, and monitoring by the board in order to achieve the district's strategic goals.

Prior to the current superintendent's arrival, the district had no strategic plan. Under the leadership of the current superintendent, TISD formed a Strategic Planning Committee to develop a strategic plan for the district utilizing a model from Hays Consolidated ISD and Gonzales ISD. The committee was comprised of principals, board members, community members, and the superintendent who were committed to changing the culture of a low performing district. After several meetings with district stakeholders, the TISD Strategic Plan was approved in May 2011. TISD's Strategic Plan included the following sections:

- Beliefs, which are similar to "core values;"
- Strategic Objectives based on core beliefs;
- TISD Parameters, which serve as action statements for methods to be used to implement the strategic plan;
- TISD Strategies to achieve strategic objectives; and
- Specific Results expected from strategies.

While TISD's Strategic Plan includes the sections enumerated above, it represents a partial step in the right direction as the district endeavors to undertake a comprehensive strategic planning process. Stating core beliefs, establishing strategic objectives, defining district parameters, agreeing to strategic objectives, and codifying expected results based on stakeholder input provides a solid foundation for building a long-term strategic plan for the district. However, the plan

does not include critical elements that are essential to embed accountability for implementation, due dates for implementing strategies, prioritization of budget resources, and performance measures for ongoing monitoring by the board. For example, although TISD's Strategic Plan includes strategic objectives, it does not appear to include overall goals for the district to which the five stated objectives are linked. Strategic objective four states: "Every student will graduate well-prepared to pursue post-secondary success." This objective would normally be linked to a broader goal such as "achieving an *Exemplary* or *Recognized* Accountability Rating for all schools within TISD."

A comprehensive strategic plan must include position accountability designating members of the superintendent's leadership team who will be responsible for implementing specific strategies, as well as the associated due dates for implementing them. Moreover, the strategic plan is a "living document" that must be linked to the district's budget so the superintendent and board can appropriately prioritize and allocate financial resources to ensure that the plan is successfully implemented. Finally, strategies and expected results must include specific performance measures that will allow the board to continuously monitor the status of implementation of specific strategies during the long-term strategic planning period.

In summary, comprehensive strategic plans provide a management tool for the board, superintendent, and community and are critical to effectively govern school districts. These comprehensive strategic plans encompass all aspects of district operations including academic, operational, and financial goals in addition to strategic objectives. Each goal is tied to student achievement, includes resources needed, and defines timelines, action items, performance measures, and fund requirements.

TISD should revise the strategic plan to make it more comprehensive to include critical provisions that will allow the board and superintendent to use it as a management tool to ensure successful implementation and effective governance. The board and superintendent should work with the Strategic Planning Committee to revise TISD's Strategic Plan to include broad goals linked to its existing strategic objectives; include detailed implementation strategies with established timelines and due dates; develop specific performance measures tied to specific results to facilitate ongoing monitoring by the board and superintendent; designate the specific person within the superintendent's leadership team who will be responsible for implementation of specific

strategies; and prioritize and link the district’s budget to the plan. Comprehensive campus improvement and district improvement plans linked to the strategic plan should also be maintained.

**Exhibit 1–5** provides a sample model strategic planning process based on best practices.

While TISD did not follow each of the steps in this process, the Strategic Planning Committee did cover elements of Step 2, Step 6, and Step 7. This strategic planning process model is a useful guide to be used as the board and superintendent work with the Strategic Planning Committee to revise TISD’s current strategic plan. This recommendation can be implemented with existing resources.

**SITE-BASED DECISION-MAKING (REC. 3)**

TISD is not effectively implementing site-based decision-making (SBDM) at its campuses, particularly in the budgeting process. The budget process and outcome is driven by central administration, and principals feel their input and requests for funds are not considered. SBDM committees are in place and regularly utilized at each campus, but generally only to provide input on staff hires and changes to the

campus improvement plan. TISD has local policies and procedures addressing planning and decision-making at the district and campus levels. These policies do not address budgeting and staffing roles, and responsibilities.

SBDM refers to the level of authority, autonomy, and accountability that school districts grant individual campuses. The SBDM committees for TISD meet approximately every six weeks to assist with resumé review for open positions or to provide input on the campus improvement plans. Texas Education Code (TEC) Section 11.251(b) states the campus-level committee shall be involved in decisions in the areas of planning, budgeting, curriculum, staffing patterns, staff development, and school organization. The campus-level committee must approve the portions of the campus plan addressing campus staff development needs.

TEC specifies many requirements for site-based decision-making including:

- District and campus improvement plans must be developed, reviewed, and revised annually;
- Administrative procedures or policies must clearly define the respective roles and responsibilities of the superintendent, central office staff, principals,

**EXHIBIT 1–5  
STRATEGIC PLANNING PROCESS SAMPLE MODEL**

STEP	PURPOSE
<b>Step 1:</b> Vision Setting	The board, superintendent, and key stakeholders engage in a vision setting process to determine what characteristics the district should have if it’s operated at the most optimal level.
<b>Step 2:</b> Mission and Goals	The board, superintendent, and key stakeholders identify a mission and associate goals that if accomplished will bring the district closer to fulfilling its vision.
<b>Step 3:</b> Setting Priorities	The board prioritizes the district’s most important goals to serve as the basis of the strategic plan.
<b>Step 4:</b> Identifying Barriers	The board, superintendent, and leadership team use data to identify the key barriers to accomplishing the stated goals.
<b>Step 5:</b> Identifying Resources	The administration links the budgeting process to the planning process to ensure that district goal priorities are reflected in budget allocation.
<b>Step 6:</b> Strategy	The superintendent, administration, and key stakeholders including parents, business leaders, civic organizations, and community groups develop strategies to accomplish the goals by addressing the identified barriers, creating timelines for completion, assigning accountability, identifying performance measures, and allocating resources.
<b>Step 7:</b> Consensus Building, Review, and Approval	The board, superintendent, and stakeholders build consensus, review the plan for viability, and approve the final document.
<b>Step 8:</b> Implementation, and Monitoring	Persons or departments with assigned accountability enact the plan strategies, while monitoring progress against performance measures and use of allocated funds.
<b>Step 9:</b> Evaluation	The district evaluates the success of the plan, which performance measures were met, what goals were fulfilled, and what obstacles prevented success. The superintendent presents findings to the board.

SOURCE: Review Team Research on Best Practices, October 2011.

teachers, and district-level committee members in the areas of planning, budgeting, curriculum, staffing patterns, staff development, and school organization;

- Systematic communications measures must be put in place to obtain broad-based community, parental and staff input, and to provide information to those persons on the recommendations of the district-level committee; and
- Decision-making committees must be actively involved in establishing administrative procedures.

TISD does not actively involve its site-based decision-making committees as provided by the TEC. Focusing on the budget process, principals receive a copy of the prior year’s budget to initiate their budget review process. However, during the onsite interviews, site based staff could not thoroughly articulate the budget process and how the SBDM committees were involved. Principals may consult department heads at their campuses to solicit their wish list of budget items for the subsequent year, but principals did not feel that they had much control to make those changes. Neither community nor staff input is considered at the campus level, but both are encouraged to participate in budget workshops conducted by the board monthly. Final budget decisions are made by the director of Business and Human Resources, and the superintendent then presents the summary to the board for approval.

The survey results in **Exhibit 1–6** show that TISD principals and assistant principals feel that site-based decision-making is lacking particularly with regard to developing campus

budgets and administering funds. Sixty-seven percent of TISD principals and assistant principals responded that they do not have adequate participation in the budgeting process to determine how funds will be spent during the school year. Fifty percent of principal and assistant principal respondents indicated that they have not received adequate training on the district’s financial accounting and budgeting system. Fifty percent of the principal and assistant principal respondents also indicated that they are unable to move campus budget funds around even if the bottom line is not impacted.

San Marcos Consolidated Independent School District (SMCISD) became the model for how SBDM should work when it dedicated itself to SBDM from the board level down. The SMCISD board recognized the benefits of site-based decision making long before it became a state law requirement and supported its use in the district by each campus. The effectiveness of SMCISD’s site-based decision-making was also facilitated by central management’s block allocation of funds to campuses, which then made decisions on how to spend those funds. Central management adopted a supportive rather than authoritative role.

The SBDM in Hunt ISD (HISD), a smaller school district, is made up of three professional educators (two HISD teachers and the superintendent), two Hunt business leaders, two parents, and two community members. According to the district’s SBDM committee, all teachers participate in the process by informally discussing issues with teachers who are official members of the committee; parent and community involvement is strong; and all SBDM committee members work together to implement necessary changes. The

**EXHIBIT 1–6  
TISD SURVEY RESPONSES ON SITE-BASED DECISION-MAKING**

RESPONDENT – PRINCIPALS AND ASSISTANT PRINCIPALS	TOTAL RESPONSES	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
I am given ample opportunity to participate in the development of my school’s budget and to determine how much money my school will have to spend during the year.	6	16.7%	0.0%	16.7%	50.0%	16.7%
I have received adequate training on the district’s financial accounting and budgeting system.	6	16.7%	16.7%	16.7%	33.3%	16.7%
I am able to move funds from one spending category to the other without contacting central office as long as it does not change my overall budget total.	6	0.0%	16.7%	33.3%	33.3%	16.7%

SOURCE: Review Team Survey, October 2011.

committee enhances communication between the school district and parents.

TISD should effectively enhance and enforce site-based decision-making practices to include educating committee members when addressing budget and district operations matters. The district should utilize and implement local policies and procedures addressing planning and decision-making at both the district and campus levels, and ensure that training occurs in the SBDM processes for personnel, as necessary. This recommendation can be implemented with existing resources.

#### **LEADERSHIP DEVELOPMENT AND MANAGEMENT TRAINING (REC. 4)**

The district's principals and assistant principals lack sufficient leadership development and management training. All campus principals have their Masters in Educational Administration; however, principals have not received specific training outside that program in how to effectively run their campus organization. While training and professional development is provided, the focus is curriculum based and directed toward improving student performance.

Educational professional development is emphasized at the campus level to ensure staff is kept current on the latest effective teaching techniques and curriculum. However, campus leadership does not receive adequate training on how to manage and run their organizations within the district structure. Principals lack proper training to understand how crucial their role as campus administrators is to the overall leadership, organization, and management of the district.

District policy states, "Staff development shall be predominantly campus-based, related to achieving campus performance objectives, and developed and approved by the campus-level committee." This policy reiterates the importance placed on academic staff development but fails to consider relevant leadership development training needed for effective district management. Professional development is an important component in the retention of qualified personnel. Leadership training is necessary to ensure district employees are properly coached on how to be effective leaders, since effective leaders are crucial to the success of the district both academically and financially.

TISD should provide more leadership development and management training opportunities specifically for principals and assistant principals. The seminars should be designed to enhance the principals' ability to more effectively manage

campus operations. The district should research professional development activities focused on leadership development and management training including resources offered by regional education service centers, education organizations, and the district's vendors. The district should develop a management training program, and conduct a needs assessment to determine the most needed and appropriate areas of training. This recommendation can be implemented for no additional costs by reallocating the current training budget.

#### **BOARD INFORMATION MATERIALS (REC. 5)**

The materials in board packets do not contain enough information about the management and operations of the district to allow board members to make thoroughly informed decisions. The review team evaluated the board packet for the October 24, 2011 meeting and determined that handouts are inadequate to better inform board and community members about district operations. **Exhibit 1–7** summarizes handouts provided for the board meeting.

The review team found that the financial information contained in the board packet is lacking. The check register merely shows expenditures for the period. Budget information does not include variables such as the annual budget, year-to-date actual expenditures, remaining budget balance, year-to-date percent of budget balance used, trend analysis, and prior year's percentage of budget expended. Nor does the information present budget versus actual expenditure comparisons with accompanying comparative analysis between years or percentage differences between years.

Additionally, the board agenda packet does not contain a monthly summary of education-related program performance data such as the number of students participating in specific educational programs, comparative funding of specific programs between years, anticipated funding in subsequent years, and actual versus planned program performance. Some board members said they wanted to see more performance reporting data and information on student discipline.

**Exhibit 1–8** presents examples of summary-level executive management reports that could be helpful to a school board.

Since the review, the district reports that it previously had information in board packets that contained budget information, which included budget, year-to-date actual expenditures, remaining budget balance, year-to-date percent of budget balance, and prior year's percentage budget expended. As per the superintendent, a more condensed

**EXHIBIT 1-7  
CONTENTS OF TISD MEETING BOARD PACKETS**

REGULAR BOARD MEETING DATE	BOARD PACKET CONTENTS
October 24, 2011	<ul style="list-style-type: none"> <li>• Agenda;</li> <li>• Prior meeting minutes (September 26, 2011);</li> <li>• Special meeting minutes (October 10, 2011);</li> <li>• Financial Allocation Study for Texas (FAST) Report – Trinity ISD’s Fund Balance Overview;</li> <li>• Career and Technology Report;</li> <li>• Austin/State of Texas Assessments of Academic Readiness (STAAR) Summit Overview (Creating a Culture for Continuous Improvement/How to Create Effective Schools);</li> <li>• Superintendent’s Report <ul style="list-style-type: none"> <li>◦ School Finance Lawsuit;</li> <li>◦ End-of-Course (EOC) Grading Information; and</li> <li>◦ Bullying Information.</li> </ul> </li> <li>• Check Payment Register – October 2011;</li> <li>• Summary of General Fund, Food Service, and Debt Service Fund;</li> <li>• The Equity Center Express Publication, dated October 18, 2011 summarized Texas Taxpayer &amp; Student Fairness Coalition petition filed in Travis County to challenge Texas’ school funding system;</li> <li>• Texas Association of School Board, Inc. – Vantage Points, A Board Member’s Guide to Update 91, summarizing a variety of topics covering changes in the law from the 82nd Legislative Session; and</li> <li>• Items requiring action <ul style="list-style-type: none"> <li>◦ Concussion oversight team recommendation;</li> <li>◦ Texas Association of School Boards (TASB) Board Policy update affecting local policies recommendation;</li> <li>◦ Fleet vehicle purchase recommendation;</li> <li>◦ Bullying curriculum recommendation; and</li> <li>◦ New personnel recommendation.</li> </ul> </li> </ul>

SOURCE: TISD, Board of Trustees, Regular Meeting Agenda Packet Contents for October 24, 2011 Meeting.

**EXHIBIT 1-8  
EXAMPLES OF SUMMARY-LEVEL EXECUTIVE MANAGEMENT REPORTS**

REPORT TITLE	SAMPLE CONTENTS
Budget Control	<ul style="list-style-type: none"> <li>• Summary of departmental budgets by function, with columns for prior- year actual amounts, adopted budget, revised budget, projected balance at year-end and associated variances.</li> <li>• Departmental performance measures, including the status of performance measures for the month.</li> <li>• Summary section highlighting operational or administrative issues affecting performance goals.</li> </ul>
Financial Management	<ul style="list-style-type: none"> <li>• Revenue and expenditure data showing columns for current and prior- year actual amounts for similar periods.</li> <li>• Notes explaining significant variances of interest to board members.</li> <li>• Bar graphs and pie charts depicting comparative revenue and expenditure information.</li> <li>• Administrative cost ratios, cost per student, transportation costs per mile, food and labor cost per meal, and other data, compared to prior years.</li> <li>• Monthly reconciliation of fund balance, including specific items increasing or decreasing fund balance.</li> <li>• Summary of monthly grant activity, including number and dollar value of grants submitted, number and dollar value of grants awarded and the ratio of grants awarded to grants submitted-all compared to prior years.</li> <li>• Notes explaining significant variances.</li> </ul>
Education Program Performance/Student Discipline	<ul style="list-style-type: none"> <li>• Comparative data related to performance such as annual graduation rates, dropout rates, and TAKS scores by school.</li> <li>• Comparative funding of specific education programs between fiscal years (Compensatory Education, Gifted and Talented, and Career and Technical).</li> <li>• Actual versus planned performance, with accompanying notes explaining significant variances between planned and actual performance.</li> <li>• Monthly incidents by school, by ethnicity and gender compared to the same month the previous year.</li> <li>• Monthly hearings and related disposition by school, by ethnicity and gender compared to the same month in the previous year.</li> <li>• Monthly referrals to alternative education settings by school, by ethnicity and gender compared to the same month in the previous year.</li> </ul>

SOURCE: Developed by Review Team, October 2011.

format for better understanding was developed at the board’s request. However, the board should work with the superintendent and his cabinet to enhance existing executive-level finance and operations reports to provide board members with pertinent summary data to make more informed decisions, and improve management accountability. The format should take into account the information needs of specific board members and include comparative summary

level reports prepared by the superintendent’s cabinet. This recommendation can be implemented with existing resources.

**FISCAL IMPACT**

Some of the recommendations provided in this report are based on state or federal laws, rules or regulations, and should be promptly addressed. Other recommendations are based on comparisons to state or industry standards, or accepted best practices, and should be reviewed to determine the level of priority, appropriate timeline, and method of implementation.

RECOMMENDATION	2012-13	2013-14	2014-15	2015-16	2016-17	TOTAL 5-YEAR (COSTS) OR SAVINGS	ONE TIME (COSTS) OR SAVINGS
1. Modify the district's organization structure to align similar functions and reduce the superintendent's span of control by redistributing instructional and operational responsibilities between the superintendent, director of Curriculum, and director of Operations.	(\$17,850)	(\$17,850)	(\$17,850)	(\$17,850)	(\$17,850)	(\$89,250)	\$0
2. Revise the strategic plan to make it more comprehensive to include critical provisions that will allow the board and superintendent to use it as a management tool to ensure successful implementation and effective governance.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
3. Enhance and enforce site-based decision-making practices to include educating committee members when addressing budget and district operations matters.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
4. Provide more leadership development and management training opportunities specifically for principals and assistant principals.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
5. Enhance existing executive-level finance and operations reports to provide board members with pertinent summary data to make more informed decisions, and improve management accountability.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>TOTALS</b>	<b>(\$17,850)</b>	<b>(\$17,850)</b>	<b>(\$17,850)</b>	<b>(\$17,850)</b>	<b>(\$17,850)</b>	<b>(\$89,250)</b>	<b>\$0</b>

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# **CHAPTER 2**

# **EDUCATIONAL SERVICE DELIVERY**

**TRINITY INDEPENDENT SCHOOL DISTRICT**

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## CHAPTER 2. EDUCATIONAL SERVICE DELIVERY

Trinity Independent School District (TISD) is located in east Trinity County in the city of Trinity, 20 miles northeast of Huntsville. TISD has four schools: Edna Lansberry Elementary School (Lansberry Elementary) houses pre-kindergarten, kindergarten, and grades 1 through 4; Trinity Intermediate School serves grades 5 and 6; Trinity Middle School includes grades 7 and 8; and Trinity High School houses grades 9 through 12. The district also has a Disciplinary Alternative Education Program (DAEP) located adjacent to the central office administration building. TISD is a predominantly White district. In 2010–11, the TISD student population was 59.0 percent White, 18.2 percent African American, and 20.1 percent Hispanic. Approximately 81.7 percent of students were economically disadvantaged, 53.2 percent were at risk, and 9.2 percent were identified as limited English proficient (LEP).

Under the state accountability system, the district received an *Academically Unacceptable* rating for 2010–11 from the Texas Education Agency (TEA) due to mathematics and science Texas Assessment of Knowledge and Skills (TAKS) performance for African American students. This was the second year in a row the district received an *Academically Unacceptable* rating and the fourth time in six years. In 2010–11, three out of four campuses were rated *Academically Unacceptable*, with Trinity Middle School rated *Academically Acceptable*. Lansberry Elementary, Trinity Intermediate, and Trinity High were rated *Academically Unacceptable* in 2010–11.

Under the accountability provisions in the No Child Left Behind Act, public school campuses, school districts, and the state are evaluated for Adequate Yearly Progress (AYP). The district's preliminary 2011 AYP results indicated that TISD "Met" AYP. However, the district "Missed" AYP in 2008–09 and 2009–10 and is in Stage 2 of School Improvement Program Requirements for Mathematics and Reading for the 2011–12 school year. One TISD campus, Lansberry Elementary, "Missed" AYP due to mathematics performance for White students. Trinity High School "Met" AYP but is in Stage 1 of Improvement Program Requirements for Mathematics for the 2011–12 school year. Trinity Intermediate and Trinity Middle School "Met" AYP.

**Exhibit 2–1** shows the organization chart for TISD's educational services for 2011–12.

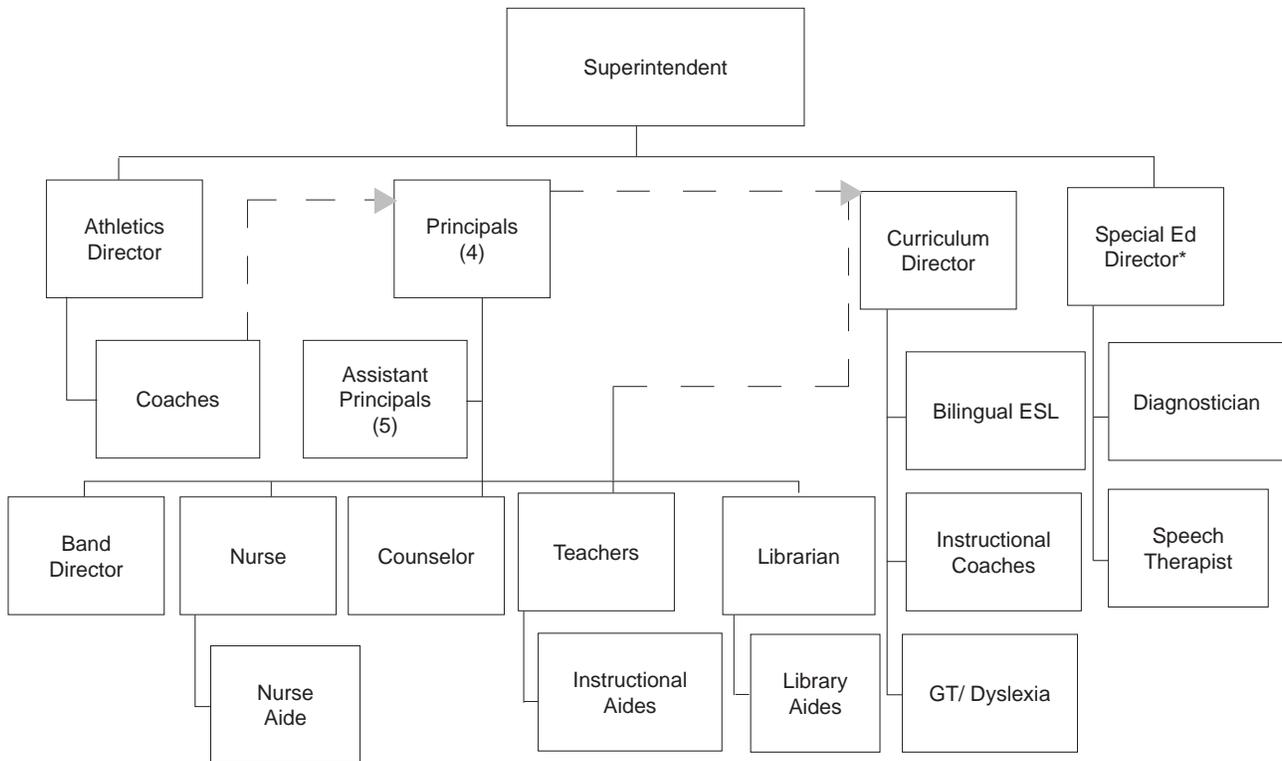
### ACCOMPLISHMENTS

- The district's new superintendent leveraged existing resources and garnered teaching staff support to implement multiple necessary changes for improving student performance by including relevant stakeholders, focusing the district on teaching and learning goals, and implementing structures and processes to build stability and infrastructure.
- TISD recently engaged in an extensive curriculum management and development cycle in mathematics and science in order to provide Texas Essential Knowledge and Skills (TEKS) specificity and align the written, taught, and tested curriculum.
- The district has created processes and structures to improve staff development.

### FINDINGS

- TISD recently implemented numerous far-reaching strategies to improve student performance across content areas and grade levels and lacks a plan to closely monitor progress to ensure success.
- TISD's current curriculum development process for English language arts (ELA)-reading and social studies lacks sufficient structure and resources for providing an adequate curriculum.
- TISD does not provide quality instructional programming targeting high performers and has not established an environment that encourages college readiness.
- TISD lacks a clear structure for coherent management and oversight in the special program areas of Bilingual/English as a Second Language (BIL/ESL) and Gifted and Talented (GT) education.
- A lack of teacher buy-in related to instructional delivery strategies for students in the district's Disciplinary Alternative Education Program (DAEP) inhibits program restructuring efforts.

**EXHIBIT 2-1  
TISD EDUCATIONAL SERVICES ORGANIZATION CHART  
SCHOOL YEAR 2011-12**



\*TISD also hired a Licensed Specialist in School Psychology (LSSP).  
NOTE: Dotted arrows indicate additional reporting relationships.  
SOURCE: TISD Organization Chart, Educational Services, 2011-12.

- Recent improvements and expansion of TISD’s Career and Technical Education (CTE) programming could be set back by staffing and budget cuts if alternative career awareness strategies and more robust partnerships are not developed.

**RECOMMENDATIONS**

- Recommendation 6:** Develop a detailed plan for monitoring improvement strategies to ensure implementation success.
- Recommendation 7:** Implement a similar process as used in the curriculum development for science and mathematics for curriculum development in the ELA-reading and social studies content areas.
- Recommendation 8:** Articulate a longer term strategic focus on building a college-going culture and enhancing advanced academic services, including GT, Advanced Placement, and dual

**enrollment as the district reorganizes and rebuilds from *Academically Unacceptable* status.**

- Recommendation 9:** Improve oversight and support in the special program areas of BIL/ESL and GT by clearly defining leadership roles and responsibilities and ensuring that administrators receive training in these areas.
- Recommendation 10:** Engage teachers in an effort to review DAEP instructional delivery expectations and modify as appropriate with clearly articulated roles and responsibilities for serving DAEP students.
- Recommendation 11:** Investigate alternatives for promoting career awareness, maintaining and building staff, and establishing new partnerships to support CTE.

## DETAILED ACCOMPLISHMENTS

### CURRICULUM AND INSTRUCTIONAL LEADERSHIP

The district's new superintendent leveraged existing resources and garnered teaching staff support to implement multiple necessary changes for improving student performance by including relevant stakeholders, focusing the district on teaching and learning goals, and implementing structures and processes to build stability and infrastructure.

The new superintendent, who came to the district in school year 2010–11, accepted the challenge of improving student performance in TISD based on his previous experience turning around another district from *Academically Unacceptable* to *Acceptable* in three years. When he came to TISD, the district was characterized by a lack of academic leadership and inconsistency between campuses due to a history of turnover in campus leadership and teachers. For example, the superintendent position has been held by four superintendents and two interim superintendents since 2002, including the current superintendent. The high school principal position had been filled by four people since 2007. The 2009–10 teacher turnover rate was 27.3 percent, compared to 11.8 percent for the state.

Given this history, the new superintendent's goals were to make student performance a non-negotiable priority and instill a sense of urgency. In order to accomplish these goals, the superintendent has approved numerous, far-reaching changes including the following:

- Developing a new curriculum: The district previously used CSCOPE, a curriculum package developed by the Texas Education Service Center Curriculum Collaborative (a team of Education Service Centers representing all areas of the state). Based on an assessment of the implementation of and teacher response to the CSCOPE curriculum, the district decided to develop and implement an internal curriculum development process that promoted deep teacher understanding of the TEKS, alignment with assessments, staff ownership and buy-in. This process began in summer 2011.
- Creating aligned benchmarking exams: As a part of the overall curriculum development process, teachers, in conjunction with the Curriculum Director, continue to develop curriculum-aligned benchmark exams for weekly administration. This new process promotes frequent assessment of student understanding and

early opportunities for reteaching, remediation, and enhancement.

- Implementing a process that ensures thorough monitoring of the curriculum: The superintendent has encouraged curriculum monitoring through frequent classroom observations by school principals. Each administrator uses a district-provided iPad and is able to conduct walkthroughs and send immediate feedback through shared software. The superintendent and Curriculum Director can monitor walkthrough frequency and issues through the same system and have clearly communicated expectations that principals conduct walkthroughs regularly. Additionally, the superintendent and Curriculum Director are highly visible on campuses and in classrooms.
- Adopting a new software suite to enhance data management: The district previously used the Data Management for Assessment and Curriculum (DMAC) system and is now transitioning to Eduphoria products. Staff is currently receiving training. The Eduphoria Professional Development and Appraisal System module allows for the walkthrough feedback to be shared electronically and immediately.
- Introducing a new school climate model: One of the first steps taken by the superintendent was to emphasize the essential role positive relationships play in student success. TISD adopted a program for improving school climate called Capturing Kids Hearts and is in the process of providing staff training.
- Introducing new academic support: The district purchased Grand Central Station, an online research-based academic intervention program, to support struggling learners. It includes computer lab units as well as one-on-one intervention strategies. Extended learning time was also introduced across campus schedules to allow for formal, protected time to reinforce skills.

Because change often creates resistance, especially within the climate of leadership turnover, the superintendent intentionally focused on gaining staff trust by seeking stakeholder input. For example, he met with teachers in the spring of 2010 to assess teacher satisfaction with the existing district curriculum and its implementation. He also promoted transparency by meeting with concerned groups.

As an example, he met with pre-kindergarten teachers to assuage fears of program cuts due to budget constraints.

The superintendent also has focused on building internal capacity and infrastructure through several strategic choices. Qualified and respected personnel with roots in the community were promoted to leadership positions, including principalships, to demonstrate a commitment to consistency and stability. He also hired additional staff to provide support for changes he was asking teachers to make, such as hiring a new Curriculum Director and director of Special Education. He also selected some teachers resistant to initial changes to take on leadership roles and attend leadership trainings, such as the Failure is Not an Option school leadership conference with the expectation that these staff would redeliver training on their campuses. Paraprofessionals were also included in districtwide instruction-related trainings, which had not occurred before. As a general management approach, the superintendent encourages leaders to take ownership and responsibility for improving student learning by being highly visible and by closely monitoring progress. Additionally, under the new superintendent’s leadership, the district is creating processes to increase the reliability of delivery of curriculum and instruction.

In the area of curriculum policy, organization, and management, TISD meets several best practice industry standards as described in the Legislative Budget Board’s (LBB) *Texas State Government Effectiveness and Efficiency Report on School District Curriculum Management Systems* (2009).

In the area of board policy, TISD has the appropriate policies in place to support curriculum and instruction and provide the district with clear direction that explicitly communicates board expectations. TISD board policy included five policies specifically related to curriculum and instruction. These five policies, included in **Exhibit 2–2**, broadly define curriculum as “well balanced and appropriate,” provide board provisions to define staff duties in the area of curriculum, ensure administrative procedures meet legal requirements in the area of curriculum, provide for instruction in the essential knowledge and skills in core areas at the elementary and secondary levels, and provide the board with the ultimate authority for approving the district’s curriculum.

TISD also includes policy, *EG (LOCAL) Curriculum Development*, which provides some level of specificity in relation to curriculum development. It requires a curriculum philosophy, vertical alignment for scope and sequence documents, aligned assessments, systematic ongoing review of curriculum, and a curriculum management plan. This policy specifies and aligns the written, taught, and assessed curriculum. By including this policy, TISD promotes a unified message that clearly articulates the community and board’s expectations to district staff.

With a strong policy foundation for implementing curriculum and instructional changes, the superintendent also implemented several key structural changes. He hired a new Curriculum Director with responsibilities to oversee curriculum development and implementation. This hire provided support and accountability for the curriculum development process. The superintendent also brought in

**EXHIBIT 2–2**  
**TISD CURRICULUM-RELATED BOARD POLICY**  
**SCHOOL YEAR 2011–12**

POLICY	DESCRIPTION	DATE ISSUED/UPDATED
AE (EXHIBIT/LEGAL)	Educational Philosophy	2007
BQ (LEGAL)	Planning and Decision-Making Process	2011
BQ (LOCAL)		2003
EHAA (LEGAL)	Basic Instructional Program: Required Instruction (All Levels)	2011
EHAB (LEGAL)	Elementary	2007
EHAC (LEGAL)	Secondary	2011
EFA (LOCAL)	Instructional Resources: Instructional Materials Selection and Adoption	2002
EG (LOCAL)	Curriculum Development	2002

SOURCE: Texas Association of School Boards, November 2011.

two external technical assistance providers (TAP) to serve as instructional coaches in two core subject areas to support curriculum and instructional changes. The TAPs (who were with Effective Education Systems) had prior experience developing curriculum in small districts and worked with the superintendent in his previous district to improve student performance with a similar process. In 2011–12, when the TISD High School was rated *Academically Unacceptable*, one TAP then became the external member of the required Campus Intervention Team (CIT).

TISD also developed a comprehensive Curriculum Management Plan (2011–2014) that directs the design, delivery, and management of a consistent districtwide curriculum and ensures the effectiveness of the curriculum across time. If implemented well, this plan can eliminate broad instructional variation across campuses and classrooms that could compromise student learning. Failure to systematically manage curriculum development, review, and implementation can lead to fragmentation, duplication of efforts, and inconsistencies causing gaps in student knowledge. The TISD plan provides district and campus staff with the authority and clear direction to implement a coherent, aligned curriculum across grades that is modified based on ongoing analysis of student performance data. The TISD curriculum plan also offers a planning document for the district to use in aligning professional development activities, personnel responsibilities, and resources with district curriculum goals.

In summary, the superintendent has built a strong foundation for implementing curricular and instructional changes that have the potential to improve student performance. Research conducted by Waters and Marzano for Mid-continent Research for Education and Learning, 2006, documented that effective superintendents can positively impact student

performance. Characteristics of effective superintendents include:

- focusing districts on teaching and learning goals;
- identifying student achievement as a non-negotiated priority; and
- providing resources and supports for improvement, communicating expectations to staff, and increasing the reliability of the system.

TISD's superintendent has made improving student performance a districtwide non-negotiable goal, provided resources to support the changes, and communicated these expectations and is creating processes to increase the reliability of curriculum and instructional delivery. A high-level of staff buy-in and enthusiasm has resulted from these actions.

#### **CURRICULUM DEVELOPMENT IN MATHEMATICS AND SCIENCE**

TISD recently engaged in an extensive curriculum management and development cycle in mathematics and science in order to provide TEKS specificity and align the written, taught, and tested curriculum. These two subject areas were targeted first due to low student performance.

Over the most recent four-year period, TISD student performance in mathematics and science was consistently below the state and regional average passing rates and considerable achievement gaps existed by student group.

In 2010–11, TISD overall student passing rate in mathematics was 12 percentage points lower than the state average and 14 percentage points lower compared to the Regional Education Service Center Region VI (Region 6) passing rate. For the same year, TISD African American student performance in mathematics was 32 percentage points below the state average passing rate and 34 percentage points below the regional average passing rate. Shaded cells in **Exhibit 2–3**

**EXHIBIT 2–3**  
**MATHEMATICS TAKS PERFORMANCE BY STATE, REGION, DISTRICT, AND DISTRICT STUDENT GROUPS**  
**SCHOOL YEARS 2007–08 TO 2010–11**

MATHEMATICS	STATE	REGION	TISD OVERALL	TISD AFRICAN AMERICAN	TISD HISPANIC	TISD WHITE
2007–08	80%	84%	74%	55%	68%	80%
2008–09	82%	85%	66%	52%	60%	70%
2009–10	84%	86%	65%	47%	59%	73%
2010–11	84%	86%	72%	52%	73%	76%

SOURCES: Texas Education Agency, Academic Excellence Indicator System (AEIS), 2007–08 through 2009–10; Accountability System, 2010–11.

indicate a 10 percentage point gap in passing rates between TISD and the state.

Student performance in science is also concerning. In the 2010–11 school year, TISD student performance in science was 16 percentage points below the state average passing rate and 18 percentage points below the regional average passing rate. Additionally, only 44 percent of the TISD African American student group met the TAKS passing standard in 2010–11; 61percent of the TISD Hispanic student group met the TAKS passing standard in 2010–11. Shaded cells in **Exhibit 2–4** indicate a 10 percentage point gap in passing rates between TISD and the state.

In 2007, the Texas Association of School Administrators conducted a curriculum audit in the district. This audit was initiated by a previous superintendent. The current superintendent requested a mathematics and science instructional audit in the fall of 2010 conducted by an Effective Education Systems TAP. The instructional audit identified numerous areas for improvement in mathematics and science at the intermediate, middle, and high school levels. For example, data indicated teachers spent the majority of time using direct instruction as the primary model of delivery. Teacher questioning was at the lowest levels and focused on knowledge and skills rather than on conceptualization and problem solving, which helps students develop more sophisticated reasoning skills. Finally, students were actively engaged in academic work less than a quarter of the observed time.

After reviewing the instructional audit, the superintendent surveyed staff in the spring of 2011 to assess teacher satisfaction with and implementation of the district curriculum, CSCOPE. Staff indicated a high level of dissatisfaction with and a low level of implementation of CSCOPE. Staff reported that the product was brought in with little or no consultation with staff. The district was also an early adopter of the curriculum when many materials in

some content areas were underdeveloped or non-existent. Additionally, staff received little support or training for implementation. Based on this information, the district decided to engage in a curriculum development process that would help build teacher ownership of the curriculum and help teachers develop a deep understanding of the curriculum and the knowledge and skills students need to know in order to improve academic performance.

Two TAPs with Effective Education Systems were hired to guide the mathematics and science teachers through the process based on the TAP’s prior experience with other districts raising student performance through curriculum development coupled with instructional coaching. Additionally, the Curriculum Director provided support across groups once he was hired in summer 2011.

The district developed both a Curriculum Development Cycle Plan, 2011, and a Curriculum Management Plan (CMP), 2011–2014. The Curriculum Development Cycle Plan provides detailed instruction and timelines for curriculum development. It is based on the Fenwick English model of curriculum alignment. The CMP provides broader information including board roles and policies supporting curriculum development and implementation. It also includes a timeline. The CMP was adapted from a document developed by Elizabeth Clark, formerly the assistant superintendent of Curriculum and Instruction with Katy ISD. Both documents are modeled after best practice industry standards.

Curriculum development began in the summer of 2011. One teacher for mathematics and one teacher for science from each grade level, grades 2 through 12, were assembled for one week. Having grades 2 through 12 together allowed for discussions about vertical alignment of key concepts, skills, and knowledge. Teachers were paid for their time.

Both groups followed the Effective Education Systems model of “unpacking” the TEKS. This guided process began with an

**EXHIBIT 2–4**  
**SCIENCE TAKS PERFORMANCE BY STATE, REGION, DISTRICT, AND DISTRICT STUDENT GROUPS**  
**SCHOOL YEARS 2007–08 TO 2010–11**

SCIENCE	STATE	REGION	TISD OVERALL	TISD AFRICAN AMERICAN	TISD HISPANIC	TISD WHITE
2007–08	74%	78%	58%	34%	33%	68%
2008–09	78%	81%	62%	45%	46%	69%
2009–10	83%	86%	57%	36%	41%	67%
2010–11	83%	85%	67%	44%	61%	74%

SOURCES: Texas Education Agency, AEIS, 2007–08 through 2009–10; Accountability System, 2010–11.

analysis of which TEKS will be covered on the grades 3 through 8 State of Texas Assessments of Academic Readiness (STAAR) assessments and high school end-of-course exams. The curriculum is then developed to be in alignment with these assessments. To begin the process, teachers took the original TEKS and “unpacked” each Student Expectations (SE) associated with the statement of understanding. The Curriculum Development Cycle Plan provides an example using the grade 8 mathematics 8.1 statement of understanding and SE 8.1A.

**8.1 Number, operation, and quantitative reasoning.** The student understands that different forms of numbers are appropriate for different situations.

A. Compare and order rational number in various forms including integers, percents, and positive and negative fractions and decimals.

This particular SE was broken into 10 distinct items:

8.1A1 - Compare rational numbers in various forms including integers;

8.1A2 - Compare rational numbers in various forms including percents;

8.1A3 - Compare rational numbers in various forms including positive fractions;

8.1A4 - Compare rational numbers in various forms including negative fractions;

8.1A5 - Compare rational numbers in various forms including decimals;

8.1A6 - Order rational numbers in various forms including integers;

8.1A7 - Order rational numbers in various forms including percents;

8.1A8 - Order rational numbers in various forms including positive fractions;

8.1A9 - Order rational numbers in various forms including negative fractions; and

8.1A10 - Order rational numbers in various forms including decimals.

Teachers then divided the TEKS by the STAAR category in which they will be tested and according to whether the SE was labeled as a Readiness or Supporting Standard. After SEs were “unpacked” and labeled, they were then bundled into units and lessons to provide a sequence for instruction. For each lesson, which may involve multiple SE sub-items, teachers developed guiding questions. Additionally, teachers developed suggestions for instruction for each SE based on how the item was assessed on prior TAKS tests. The test

history for each SE and SE sub-item was provided so teachers could see how questions were worded in the past. The products from this intensive process included a scope and sequence document, unpacked SEs grouped into units and lessons, lessons with guiding questions, and identified resources.

The district also implemented an aggressive coaching and monitoring campaign. Starting in the fall of 2010 and based on the instructional audit, the two TAPs who later guided the curriculum development process provided instructional coaching in mathematics and science and continued to provide coaching at the time of the visit. The new Curriculum Director, in conjunction with teachers, were also in the process of developing aligned benchmark exams to be administered weekly and used to guide instructional decisions about student grouping and re-teaching or remediation.

Additionally, leadership articulated clear expectations for monitoring curriculum and instruction through frequent walkthroughs. The superintendent stated that each administrator should be in the classroom 50 percent of the time. While the exact amount may vary by campus, staff indicated that many more walkthroughs were being conducted than in the past. Walkthroughs were conducted using the Eduphoria: PDAS module on district-provided iPads. This approach allowed for immediate feedback to teachers. The administrator conducted the walkthrough and then immediately sent it to the teacher. Additionally, the superintendent monitored the walkthroughs through the Eduphoria module in order to ensure principals were visible in classrooms.

Finally, the district implemented structured time and processes for teachers to review data during weekly meetings. Each week includes a different focus. For example, the fourth meeting each month was dedicated to vertical alignment within content areas.

Staff described the curriculum development process as very useful in that it provided a deep knowledge of the TEKS and SEs. Some staff stated teachers previously lacked detailed understanding of how to teach to the level of specificity necessary as well as a solid understanding of how the SEs were assessed. The guidance provided by the TAPs and Curriculum Director was described as essential. Staff indicated that being paid for their work on curriculum development during the summer raised the level of professionalism and commitment to the process. Additionally, the process provided a high degree of ownership and teacher

buy-in since it was developed internally. Staff reported the increased walkthroughs and additional time to meet were viewed as supports for instruction. However, staff also expressed concern that not all lessons were completed and that it was difficult to create the aligned benchmark exams each week while teaching.

The district followed best practice industry standards for developing and implementing a curriculum including:

- conducting a needs assessment;
- aligning the curriculum with the TEKS;
- providing vertical and horizontal alignment;
- developing scope and sequence documents;
- developing lessons;
- creating aligned benchmark exams;
- monitoring implementation; and
- conducting a curriculum review.

Staff indicated the mathematics and science content areas now have a basic process in place for continued refinement of the curriculum. The district views this process as requiring two to three more years to reach full development. As next steps, the district plans to reconvene the teachers in the summer and continue early release time for staff development and ongoing curriculum development throughout next year. The next area of focus will be on refining benchmark questions and developing materials to inform targeted tutoring.

The TISD Curriculum Development Cycle document also includes provisions for reviewing the curriculum and making adjustments based on student data and state directives during year four of the process.

The model implemented by TISD for curriculum development in mathematics and science follows best practice industry standards and is highly supported by participating teachers. The curriculum should provide a foundation for improved student performance.

### **PROFESSIONAL DEVELOPMENT**

The district has created processes and structures to improve staff development.

Interviews with district staff indicated that professional development in the district previously had been haphazard and outdated. Numerous staff pointed out that teachers were

not familiar with current professional development research in teaching and education, including key instructional models and research-based strategies and terminology. Instructional aides did not participate in professional development but instead did routine classroom updating while teachers attended training.

When the new superintendent came to the district, he met with district principals to assess staff development needs and asked principals to conduct needs assessments with their staff to identify training priorities. Based on this feedback, and an instructional audit conducted by the TAP, key target areas for districtwide professional development were identified. Consequently, for the first time in recent history, the district conducted a rigorous weeklong districtwide professional development session during the summer for all instructional staff to present a coherent direction for teaching and learning in the district. The program was designed to provide teachers with training in newly adopted technologies and programs and establish new district priorities in terms of key strategies and processes such as differentiated instruction and Response to Intervention. Training was provided in a whole-group format as well as sessions for identified small groups. A second week of training, designed by principals, followed at the campus level to reinforce and apply district training, provide campus-specific staff development, and establish campus structures such as Professional Learning Communities (PLC) and/or grade-level teams.

Subsequently, the district also built time and structures into campus schedules to support ongoing training and follow-up by obtaining a waiver for weekly early release days. This regular, structured time during the school day, which staff confirmed will be continued in the 2012–13 school year, was designed to maintain district focus and campus-level continuation of professional development, with a primary focus on data analysis, team planning, and curriculum development. PLCs, either grade-level or department teams, met the first three weeks during this time with a structure for activities. The fourth meeting of every month was specifically reserved for curriculum vertical alignment activities.

The district also provided ongoing training during the school year in the use of new district programs, such as Grand Central Station, and new software implemented by the district, such as Eduphoria. The training was provided for all teachers, and aides were included in some trainings. Revolving groups participated in on-site and online learning training formats. The superintendent and principals have also attended off-site trainings for strategies in building

school climate with small groups of selected teachers, including both existing teacher leaders as well as teachers who have been resistant to change to promote team building, collaborative responsibility, and buy-in. These teachers subsequently lead and/or support redelivery of the training at their campuses.

The TISD professional development effort reflects the standards of Learning Forward (formerly the National Staff Development Council or NSDC) in that it promotes:

- learning communities working toward common improvement goals with collective responsibility;
- educator effectiveness, leadership capacity, and support systems for professional learning;
- prioritized focus areas with monitoring and coordinating resources for educator learning;
- use of a variety of data sources to plan, assess, and evaluate professional learning;
- integration of research on how people learn;
- application of research on change and sustained support for implementation and long-term change; and
- alignment of educator performance and student curriculum standards.

Further, the district's approach reflects a paradigm shift in quality professional development as articulated by ASCD (formerly the Association for Supervision and Curriculum Development) in that the district's new approach shifts from:

- just individual development to individual development *and* organizational development;
- fragmented, haphazard training to a clear focused staff development plan based on identified priorities;
- solely district-focused training to school-focused approaches, application, and follow up;
- teacher needs and satisfaction to student needs and learning outcomes requiring changes in on-the-job behaviors;
- off-site training as the primary delivery system for staff development to job-embedded learning;
- transmission of knowledge and skills to teachers by "experts" to the study by teachers of the teaching and learning processes;

- focus on generic instructional skills to a combination of generic and content-specific skills;
- staff developers who function primarily as trainers to those who provide consultation, planning, and facilitation services as well as modeling, training, monitoring, and support;
- external staff development to staff development as a critical internal function and major responsibility performed by all administrators and teacher leaders;
- staff development directed primarily toward teachers to collective participation and responsibility; and
- conception of staff development as a luxury that can be cut during difficult financial times to a critical non-negotiable in district and school operations.

This structured and strategic approach to professional development promotes staff understanding of the district's vision, priorities, and programming directions, a core knowledge base, a sense of collaboration and group responsibility, and a common vocabulary for districtwide improvement processes. Establishing time and structures to support campus-level application and follow up of training and ongoing teacher collaboration increases the likelihood that the district will see a return on its investment in professional development.

## DETAILED FINDINGS

### **MONITORING IMPROVEMENT STRATEGIES (REC. 6)**

TISD recently implemented numerous far-reaching strategies to improve student performance across content areas and grade levels and should closely monitor progress to ensure success.

Historically, TISD students have performed below state averages, and district performance has varied over time, particularly in mathematics and science. In 2010–11, the district demonstrated double-digit increases in the percentage of students passing TAKS in some content areas, some students groups demonstrated dramatic gains, and some grade levels made gains that approached state grade-level averages. The district had initiated and focused efforts to improve performance overall, with emphasis on mathematics and science due to chronic low performance, and staff attributed the recent improvements in performance to these changes. Despite the gains, however, TISD's student performance still remained below state averages, overall and

by student group. Additionally, the district overall and three of four campuses were rated Academically Unacceptable in the state’s accountability system in 2010–11.

Across content areas, performance of TISD White, African American, and Hispanic students was below state averages over the four-year period examined, 2007–08 to 2010–11. **Exhibit 2–5**, **Exhibit 2–6**, and **Exhibit 2–7** show the TAKS Met Standard for ELA-reading, mathematics, and science over the four-year period. No TISD student group met or exceeded the state average or the state student group average in any subject area in any year.

As a result of focused efforts in the 2010–11 school year, the percentage passing TAKS increased substantially for some student groups. Differences in performance are most striking for African American and Hispanic students in mathematics and science. In mathematics, passing rates for African American students increased modestly from 47 percent to 52 percent. Passing rates for TISD Hispanic students, however, increased from 59 percent passing in 2009–10 to 73 percent passing in 2010–11. In science, over the same time period, the percentage of TISD African American students passing increased from 36 percent to 44 percent. Science passing

**EXHIBIT 2–5  
ELA-READING TAKS PERFORMANCE BY STATE AND DISTRICT STUDENT GROUPS  
SCHOOL YEARS 2007–08 TO 2010–11**

	STATE OVERALL	TISD OVERALL	STATE AFRICAN AMERICAN	TISD AFRICAN AMERICAN	STATE HISPANIC	TISD HISPANIC	STATE WHITE	TISD WHITE
2007–08	91%	86%	87%	74%	87%	79%	96%	89%
2008–09	91%	82%	88%	74%	88%	68%	96%	87%
2009–10	90%	79%	87%	75%	87%	73%	96%	82%
2010–11	90%	83%	86%	76%	87%	81%	95%	86%

SOURCES: Texas Education Agency, AEIS, 2007–08 through 2009–10; Accountability System, 2010–11.

**EXHIBIT 2–6  
MATHEMATICS TAKS PERFORMANCE BY STATE AND DISTRICT STUDENT GROUPS  
SCHOOL YEARS 2007–08 TO 2010–11**

	STATE OVERALL	TISD OVERALL	STATE AFRICAN AMERICAN	TISD AFRICAN AMERICAN	STATE HISPANIC	TISD HISPANIC	STATE WHITE	TISD WHITE
2007–08	80%	74%	69%	55%	75%	68%	89%	80%
2008–09	82%	66%	71%	52%	78%	60%	90%	70%
2009–10	84%	65%	74%	47%	81%	59%	91%	73%
2010–11	84%	72%	75%	52%	81%	73%	91%	76%

SOURCES: Texas Education Agency, AEIS, 2007–08 through 2009–10; Accountability System, 2010–11.

**EXHIBIT 2–7  
SCIENCE TAKS PERFORMANCE BY STATE AND DISTRICT STUDENT GROUPS  
SCHOOL YEARS 2007–08 TO 2010–11**

	STATE OVERALL	TISD OVERALL	STATE AFRICAN AMERICAN	TISD AFRICAN AMERICAN	STATE HISPANIC	TISD HISPANIC	STATE WHITE	TISD WHITE
2007–08	74%	58%	61%	34%	66%	33%	87%	68%
2008–09	78%	62%	66%	45%	70%	46%	89%	69%
2009–10	83%	57%	75%	36%	78%	41%	92%	67%
2010–11	83%	67%	74%	44%	78%	61%	92%	74%

SOURCES: Texas Education Agency, AEIS, 2007–08 through 2009–10; Accountability System, 2010–11.

rates for TISD Hispanic students increased by 20 percentage points, from 41 percent passing in 2009–10 to 61 percent passing in 2010–11. Shaded cells indicate differences of 10 percentage points or more between TISD performance and comparison groups. Bolded percentages indicate large increases from the prior year.

In terms of grade-level performance, considerable gains were observed, especially in mathematics and science. TISD grades 3, 5, and 8 mathematics performance increased by at least 10 percentage points between 2009–10 and 2010–11. TISD grade 8 mathematics performance increased by 34 percentage points and met the state grade-level average. Shaded cells indicate differences of 10 percentage points or more between TISD performance and comparison groups. Bolded percentages indicate large increases from the prior year (**Exhibit 2–8**).

In science, TISD grade 8 performance increased from 41 percent passing in 2009–10 to 63 percent passing in 2010–11, an increase of 22 percentage points. Shaded cells indicate differences of 10 percentage points or more between TISD performance and comparison groups. Bolded percentages indicate large increases from the prior year (**Exhibit 2–9**).

Given the district’s history of low academic performance, the superintendent implemented numerous strategies to foster improvement. In addition to strategies documented in the accomplishments, other approaches included an intensive data review process and identification of barriers.

As part of requirements associated with its *Academically Unacceptable* status, TISD staff systematically reviewed district performance. The superintendent convened the Curriculum Director, the external CIT member, school principals, and selected school staff to complete the TEA-required *Academically Unacceptable* documentation. This labor-intensive process involved completion of four documents for each of the four *Academically Unacceptable* organizations (three campuses and the district overall). Documents included: Student-Level Review, Focused Data Analysis, On-site Needs Assessment, and the School Improvement Plan. Staff described this process as tedious and long but also as highly effective and informative. Staff said they learned valuable lessons about data mining and using data to identify student gaps in learning, implement interventions, and re-evaluate instructional approaches.

**EXHIBIT 2–8**  
**MATHEMATICS TAKS PERFORMANCE BY STATE AND DISTRICT GRADE LEVELS**  
**SCHOOL YEARS 2007–08 TO 2010–11**

	STATE GRADE 3	TISD GRADE 3	STATE GRADE 5	TISD GRADE 5	STATE GRADE 8	TISD GRADE 8	STATE EXIT	TISD EXIT
2007–08	85%	74%	86%	79%	79%	65%	80%	80%
2008–09	86%	65%	86%	71%	82%	72%	82%	82%
2009–10	87%	67%	86%	<b>62%</b>	81%	<b>46%</b>	89%	93%
2010–11	87%	77%	86%	<b>72%</b>	80%	<b>80%</b>	90%	79%

SOURCES: Texas Education Agency, AEIS, 2007–08 through 2009–10; TAKS Aggregate Data System, 2010–11.

**EXHIBIT 2–9**  
**SCIENCE TAKS PERFORMANCE BY STATE AND DISTRICT GRADE LEVELS**  
**SCHOOL YEARS 2007–08 TO 2010–11**

	STATE GRADE 5	TISD GRADE 5	STATE GRADE 8	TISD GRADE 8	STATE EXIT	TISD EXIT
2007–08	82%	64%	69%	48%	81%	78%
2008–09	85%	79%	73%	47%	86%	82%
2009–10	88%	69%	78%	<b>41%</b>	92%	83%
2010–11	87%	67%	79%	<b>63%</b>	91%	88%

SOURCES: Texas Education Agency, AEIS, 2007–08 through 2009–10; TAKS Aggregate Data System, 2010–11.

From the data review process, staff identified several system-level factors impacting student performance as described above.

- The district lacked a consistent, systematic approach to reviewing student data. For example, some staff were inadequately prepared to thoroughly review and disaggregate data for use in instructional decisions. Previously, there was no accountability to ensure that every teacher reviewed student-level data. Nor was there a formal process for sharing findings from data review so that teachers could identify class-level and student-level deficiencies, develop interventions, monitor progress, and re-evaluate instructional approaches;
- TAKS failers in later grades had often failed earlier grade-level TAKS;
- Benchmark performance data reviewed during this process indicated gaps in learning, but data were not consistently used to design appropriate interventions;
- Teacher turnover was high, particularly in science, and teachers were not always well qualified;
- Previous principals, at some levels, lacked instructional leadership skills and failed to appropriately monitor instruction and teachers;
- The district's previous curriculum, CSCOPE, was not implemented consistently;
- Curriculum and instruction were not consistently monitored; and
- Teacher PDAS results were inconsistent with student performance results.

Based on this process, the superintendent implemented a variety of strategies to address identified barriers, including the following:

- hiring an external technical assistance provider to audit and guide curriculum development in mathematics and science;
- implementing frequent and aligned benchmarking;
- implementing consistent student data review;
- making both teacher and principal personnel changes;
- ensuring quality curriculum implementation through frequent monitoring;

- closely monitoring teacher and principal performance;
- creating weekly protected time for teachers to formally meet around instructional issues through early release waivers;
- adding extended learning time into the daily schedule to provide additional support for students;
- implementing a positive school climate model; and
- introducing software suites to provide additional student support.

Because these are very recent changes, the ultimate success of the district's efforts are as yet uncertain. If new strategies and processes are not consistently implemented and monitored, the possible result of introducing so many changes within such a short time period is possible dissolution and fragmentation of efforts with decreased staff buy-in and no final impact on student achievement.

The district, thus, should consider developing a detailed plan for monitoring improvement strategies to ensure implementation success. Establishing and systematically tracking districtwide implementation indicators, leading indicators, and lagging indicators will allow the district to measure overall progress. While these indicators may already be included in planning informally, a detailed plan for tracking indicators is important for accurately documenting change and making adjustments as necessary.

The Mid-Atlantic and Appalachia Regional Comprehensive Centers provide standards for tracking progress. Implementation indicators should be aligned with specific interventions to assess the impact of the intervention on the intended outcome. Leading indicators demonstrate changes that provide an early assessment of progress towards longer term outcomes. Leading indicators are also considered prerequisites to identified outcomes. Lagging indicators measure progress relative to student performance goals.

To develop implementation indicators, the district could identify major improvement strategies and then identify appropriate indicators. **Exhibit 2–10** provides examples of such implementation indicators.

### EXHIBIT 2–10 EXAMPLES OF IMPLEMENTATION INDICATORS

INTERVENTION STRATEGIES	IMPLEMENTATION INDICATOR(S)
Personnel changes - Evaluate, Reward, or Improve Staff.	PDAS, observations, performance plans.
Rigorous Staff Development.	Survey staff implementation of strategies and observations.
Extended Learning Time.	Assess student groupings by time in group and measures of student understanding.
Grand Central Station.	Student progress reports.
Curriculum Development.	Survey teacher use, classroom observations, lesson plans, and formal curriculum reviews.

SOURCE: Mid-Atlantic and Appalachia Regional Comprehensive Centers, 2011.

Leading indicators are the starting points for long-term improvements to occur. For example, without student engagement, student performance cannot improve. If students are not in class, student performance cannot improve. Possible leading indicators are identified in **Exhibit 2–11**.

### EXHIBIT 2–11 EXAMPLES OF LEADING INDICATORS

- Number of minutes engaged in academic tasks
- Student attendance rate
- Number and percentage of students completing advanced coursework or dual enrollment classes
- Discipline incidents
- Truants
- Distribution of teachers by performance level
- Teacher attendance rate

SOURCE: Mid-Atlantic and Appalachia Regional Comprehensive Centers, 2011.

Lagging indicators can also be summative outcomes used to measure the success of improvement strategies. Lagging indicators overlap with federal and state accountability indicators. See **Exhibit 2–12** for lagging indicators.

### EXHIBIT 2–12 EXAMPLES OF LAGGING INDICATORS

- Federal accountability status and targets met and missed
- State accountability status and targets met and missed
- Percentage of students at or above each proficiency level on state assessments in core content areas by grade and by student subgroup
- Graduation rate
- College attendance rate

SOURCE: Mid-Atlantic and Appalachia Regional Comprehensive Centers, 2011.

After identifying indicators, the detailed plan for monitoring should include: setting benchmarks for each indicator for each year (or more frequently), collecting data through an efficient process that allows for easily organizing the data, analyzing data using a regular schedule and standardized processes, and using the results of the data analysis to modify intervention strategies.

Similar to what teachers are asked to do for students in the classroom, a detailed monitoring plan with appropriate indicators and benchmarks will allow the district to assess progress towards goals and make corrections as necessary.

This recommendation can be implemented with existing resources.

### **CURRICULUM DEVELOPMENT IN ENGLISH LANGUAGE ARTS-READING AND SOCIAL STUDIES (REC. 7)**

TISD's current curriculum development process for English language arts (ELA)-reading and social studies lacks sufficient structure and resources for providing an adequate curriculum.

TISD has recently engaged in a district curriculum development process to address low student performance in mathematics and science. Based on performance in these areas, TISD received an *Academically Unacceptable* rating through the state accountability system with mathematics and science identified as priority areas for improvements.

Based on the meetings the superintendent conducted with teachers in the spring of 2011, it was determined that CSCOPE was not adequately meeting students' needs across subject areas and therefore was not being used by teachers in any core areas, including ELA-reading and social studies. Curriculum use across the district in these areas was inconsistent. Each teacher made decisions about what to teach. Based on this information, the district decided to develop curriculum for ELA-reading and social studies.

However, to date, due to higher student performance in these areas, the ELA-reading and social studies curriculum development processes have received much less guided support and resources than was provided for the curriculum development for mathematics and science.

TISD student performance in ELA-reading and social studies is generally at or near state averages across grade levels. **Exhibit 2–13** indicates that ELA-reading student performance has varied across years and grades. Grades 3 and exit showed declines, and grades 5 and 8 showed improvements from the 2009–10 school year to the 2010–11 school year. Specifically, grade 3 student performance in 2010–11 declined four percentage points from grade 3 student performance in 2009–10. Grade 5 student performance in 2010–11, however, improved 16 percentage points from grade 5 student performance in 2009–10. Grade 8 student performance also improved from 2009–10 by 13 percentage points. Exit-level performance, though, decreased 10 percentage points between years. Overall, with the exception of exit-level student performance, TISD ELA-reading student performance is at or near state passing rates for similar grade levels. Shaded cells indicate a difference in passing rates between TISD and similar state groups of 10 percentage points or more.

TISD student performance in social studies exceeds state passing rates for grade 8 and is near state passing rates for exit-level performance (**Exhibit 2–14**).

However, TISD district subgroup performance consistently trails similar state subgroup performance in ELA-reading and social studies. **Exhibit 2–15** indicates that passing rates for TISD African American and White students were approximately 10 percentage points below similar groups for the state in 2010–11. The gap for TISD and state Hispanic students has varied more over time. For 2010–11, the TISD Hispanic student passing rate was 81 percent compared to the state Hispanic passing rate of 87 percent. Shaded cells indicate differences of 10 percentage points or more between TISD student groups and similar state groups.

Similar to student group performance in ELA-reading, TISD social studies subgroup performance is below passing rates for similar state student groups, although gaps are smaller for social studies (**Exhibit 2–16**). Shaded cells indicate differences of 10 percentage points or more between TISD student groups and similar state groups.

Efforts to initiate curriculum development in ELA-reading and social studies were based more on the need to develop a consistent districtwide curriculum and dissatisfaction with CSCOPE than on student performance concerns. However,

**EXHIBIT 2–13**  
**ELA-READING TAKS PERFORMANCE BY STATE AND DISTRICT GRADE LEVELS**  
**SCHOOL YEARS 2007–08 TO 2010–11**

ELA-READING	STATE GRADE 3	TISD GRADE 3	STATE GRADE 5	TISD GRADE 5	STATE GRADE 8	TISD GRADE 8	STATE EXIT	TISD EXIT
2007–08	89%	87%	85%	78%	95%	87%	91%	92%
2008–09	90%	72%	85%	81%	95%	91%	93%	84%
2009–10	92%	89%	86%	71%	91%	76%	93%	88%
2010–11	89%	85%	87%	87%	89%	89%	95%	78%

SOURCES: Texas Education Agency, AEIS, 2007–08 through 2009–10; TAKS Aggregate Data System, 2010–11.

**EXHIBIT 2–14**  
**SOCIAL STUDIES TAKS PERFORMANCE BY STATE AND DISTRICT GRADE LEVELS**  
**SCHOOL YEARS 2007–08 TO 2010–11**

SOCIAL STUDIES	STATE GRADE 8	TISD GRADE 8	STATE EXIT	TISD EXIT
2007–08	91%	90%	95%	94%
2008–09	92%	92%	97%	95%
2009–10	95%	93%	98%	98%
2010–11	95%	97%	99%	96%

SOURCES: Texas Education Agency, AEIS, 2007–08 through 2009–10; TAKS Aggregate Data System, 2010–11.

**EXHIBIT 2-15**  
**ELA-READING TAKS PERFORMANCE BY STATE AND DISTRICT STUDENT GROUPS**  
**SCHOOL YEARS 2007-08 TO 2010-11**

ELA-READING	STATE AFRICAN AMERICAN	TISD AFRICAN AMERICAN	STATE HISPANIC	TISD HISPANIC	STATE WHITE	TISD WHITE
2007-08	87%	74%	87%	79%	96%	89%
2008-09	88%	74%	88%	68%	96%	87%
2009-10	87%	75%	87%	73%	96%	82%
2010-11	86%	76%	87%	81%	95%	86%

SOURCES: Texas Education Agency, AEIS, 2007-08 through 2009-10; Accountability System, 2010-11.

**EXHIBIT 2-16**  
**SOCIAL STUDIES TAKS PERFORMANCE BY STATE AND DISTRICT STUDENT GROUPS**  
**SCHOOL YEARS 2007-08 TO 2010-11**

SOCIAL STUDIES	STATE AFRICAN AMERICAN	TISD AFRICAN AMERICAN	STATE HISPANIC	TISD HISPANIC	STATE WHITE	TISD WHITE
2007-08	87%	77%	88%	88%	96%	96%
2008-09	90%	81%	90%	85%	97%	91%
2009-10	93%	89%	94%	78%	98%	91%
2010-11	92%	87%	94%	91%	98%	95%

SOURCES: Texas Education Agency, AEIS, 2007-08 through 2009-10; Accountability System, 2010-11.

while TISD student performance in ELA-reading and social studies is not as low as in science and mathematics, performance gaps do exist in these subject areas, particularly when considering performance by student groups.

The district's new Curriculum Director started in June of 2011 and was able to participate in the mathematics and science curriculum development process over the summer led by the Effective Education Systems TAPs. The decision was then made for the Curriculum Director to lead the process for rewriting the other core content areas during the 2011-12 school year. While the Curriculum Director implemented a similar process, he did not have access to the same level of resources leveraged for the mathematics and science curriculum development process.

For example, the Curriculum Director was alone in leading the process for ELA-reading and social studies, whereas the science and mathematics curriculum development was led by two TAPs with support from the Curriculum Director. Additionally, for the mathematics and science development, a grade-level teacher for each subject was brought in over the summer for a one-week intensive writing session, and teachers were paid for their time. In the case of ELA-reading and social studies, teachers were being asked to complete the curriculum development during the academic year while

teaching. Additionally, teachers were not compensated for the additional work.

The ELA-reading and social studies teachers were convened during the Wednesday afternoon early release times referred to earlier in this chapter. During these meetings, teachers were shown the mathematics and science documents and curriculum development model. Teachers were then asked to produce a year-at-a-glance document within two weeks that documented what they were currently doing. These documents were to provide consistency across the district and serve as initial guidelines for curriculum development in these areas. Teachers were also asked to develop a scope and sequence for units being taught up to the winter break. Again, they were given about a two-week window to produce these documents. Additionally, teachers were provided the TEKS analysis template used by mathematics and science for unpacking each SE. The district plan is for teachers to meet in the spring and make changes to refine what worked well from the fall.

Given the limited support and compressed timeline, coupled with no pay, teachers expressed frustration with the process, particularly the lack of pay. While they agreed it was necessary that the district have a consistent and well-documented curriculum, they recommended conducting the process in the summer using a model similar to the mathematics and

science curriculum development process that would provide detailed guidance as well as compensation.

The current approach to developing the ELA-reading and social studies curriculum lacks sufficient resources to eliminate curricular and instructional inconsistencies across the district possibly resulting in fragmented and isolated curricula. Additionally, due to inadequate support and time, the resulting curricula may lack the TEKS specificity necessary to eliminate duplication of content as well as incomplete TEKS coverage across grade levels leading to gaps in student knowledge that could compromise student learning. While ELA-reading and social studies student performance were not identified as priority areas requiring as much urgency to address, developing a strong districtwide curriculum will require more resources than the current process provides.

The district should implement a similar process as used in the curriculum development for science and mathematics for curriculum development in the ELA-reading and social studies content areas. For example, the following list details steps taken as part of the mathematics and science curriculum writing process that align with best practice industry standards:

- conducting a needs assessment;
- aligning the curriculum with the TEKS;
- providing vertical and horizontal alignment;
- developing scope and sequence documents;
- developing lessons; and
- creating aligned benchmark exams.

TISD should consider conducting a more thorough needs assessment than surveying teacher use of CSCAPE to determine specific curricular needs in the areas of ELA-reading and social studies.

Additionally, while many of the listed steps may be occurring, the necessary guidance and support is lacking. For example, based on the LBB Statewide Curriculum Review Report (2009), most districts that have succeeded in developing a quality written curriculum invested substantial time and effort into the curriculum development process. Typically, districts pay teachers to develop curriculum over the summer with updates developed each summer thereafter. Conducting the development over the summer and compensating teachers would communicate the importance of building a

consistent, TEKS-aligned curriculum. It would also give teachers the necessary time to incorporate adequate TEKS-specificity into their lessons. Most importantly, it would foster deepened teacher understanding of the TEKS and the TEKS alignment with assessment. TISD is not capitalizing on the essential added and intended benefits of an internal curriculum development process in ELA-reading and social studies.

Moving forward, TISD should consider convening a teacher from each grade level for each of the two content areas (ELA-reading and social studies) during the summer with the following goals:

- providing guided support for undertaking the same process of “unpacking” each SE associated with the statement of understanding;
- dividing TEKS into Readiness or Supporting Standards;
- bundling TEKS into units and lessons to provide a sequence for instruction;
- developing guiding questions;
- developing suggestions for instruction for each SE based on how the item was assessed on prior TAKS tests;
- including the test history for each SE and SE sub-item so teachers see how questions were worded in the past; and
- creating aligned benchmark exams.

The result of this process would be a consistent, TEKS-aligned curriculum that eliminates fragmentation and provides teachers with a thorough understanding of the TEKS and TEKS alignment with assessment.

Two external consultants could be contracted to facilitate curriculum development for five days each at a cost of \$600 per day for each consultant, totaling \$6,000. Twenty-two teachers (two from each grade level, grades 2–12 and covering both subject areas) would be convened for five days at a cost of \$100 per teacher per day, totaling \$11,000. The total initial cost for conducting a curriculum writing process similar to the process conducted for the mathematics and science areas would be a one-time cost of approximately \$17,000. This expense does not include costs associated with on-going curriculum updates.

**ADVANCED ACADEMICS (REC. 8)**

TISD does not provide quality instructional programming targeting high performers and has not established an environment that encourages college readiness.

Numerous sources indicate that the district has not promoted a college-going culture or provided adequate or challenging academic opportunities for higher performing students. Gifted and talented (GT) and other advanced academics services are inconsistent or lacking.

The percentages in bold in **Exhibit 2–17** show areas of college readiness in which TISD students are performing below state averages. With few exceptions, TISD students perform below state averages for college readiness indicators.

Commended performance in 2009–10 was below state averages for all students and all student groups as was advanced course/dual enrollment completion for 2008–09, the last year for which data were available. TISD does not offer an Advanced Placement (AP) Program; therefore, no TISD students took AP tests. In English language arts (ELA), TISD students performed below state averages on the Texas Success Initiative (TSI) Higher Education Readiness Component overall with substantially lower performance for most student groups in comparison to state averages for similar groups. In mathematics, TSI was below state averages overall and for student groups. On the state's College Ready Graduates indicator, the district's performance was closer to state averages overall but was below for some students groups. Scholastic Assessment Test (SAT)/American College Test (ACT) data indicate that while overall performance is close to the state average and African American students performed

**EXHIBIT 2–17****ADVANCED ACADEMICS INDICATORS BY STATE AND DISTRICT BY STUDENT GROUPS  
SCHOOL YEAR 2009–10**

	STUDENT GROUPS†							
	ALL	AA	H	W	SP ED	ECO DIS	LEP	AT RISK
<b>TAKS COMMENDED PERFORMANCE ALL TESTS 2010</b>								
State	15.0%	8.0%	10.0%	23.0%	4.0%	9.0%	7.0%	4.0%
<b>TISD</b>	<b>5.0%</b>	<b>&lt;1.0%</b>	<b>3.0%</b>	<b>7.0%</b>	<b>&lt;1.0%</b>	<b>4.0%</b>	<b>&lt;1.0%</b>	<b>1.0%</b>
<b>ADVANCED COURSE/DUAL ENROLLMENT COMPLETION 2008–09</b>								
State	24.6%	18.1%	20.8%	29.4%	5.7%	18.7%	11.1%	13.2%
<b>TISD</b>	<b>11.1%</b>	<b>6.8%</b>	<b>3.0%</b>	<b>13.2%</b>	<b>0.0%</b>	<b>8.5%</b>	<b>0.0%</b>	<b>3.3%</b>
<b>TEXAS SUCCESS INITIATIVE (TSI)—HIGHER EDUCATION READINESS COMPONENT—ELA 2010</b>								
State	60.0%	51.0%	52.0%	70.0%	18.0%	49.0%	10.0%	42.0%
<b>TISD</b>	<b>30.0%</b>	<b>50.0%</b>	<b>&lt;1.0%</b>	<b>33.0%</b>	*	<b>35.0%</b>	*	<b>20.0%</b>
<b>TEXAS SUCCESS INITIATIVE (TSI)—HIGHER EDUCATION READINESS COMPONENT—MATHEMATICS 2010</b>								
State	66.0%	49.0%	58.0%	78.0%	20.0%	55.0%	27.0%	42.0%
<b>TISD</b>	<b>57.0%</b>	<b>33.0%</b>	<b>50.0%</b>	<b>64.0%</b>	*	<b>55.0%</b>	*	<b>34.0%</b>
<b>COLLEGE-READY GRADUATES—BOTH SUBJECTS (ELA AND MATHEMATICS)—CLASS OF 2009</b>								
State	47.0%	29.0%	35.0%	60.0%	5.0%	32.0%	4.0%	18.0%
<b>TISD</b>	<b>40.0%</b>	<b>29.0%</b>	*	<b>44.0%</b>	*	<b>42.0%</b>	*	<b>&lt;1.0%</b>
<b>SCHOLASTIC ASSESSMENT TEST (SAT)/AMERICAN COLLEGE TEST (ACT) RESULTS AT/ABOVE CRITERION—CLASS OF 2009</b>								
State	26.9%	7.7%	11.8%	40.6%	n/a	n/a	n/a	n/a
<b>TISD</b>	<b>26.7%</b>	<b>14.3%</b>	-	<b>28.6%</b>	<b>n/a</b>	<b>n/a</b>	<b>n/a</b>	<b>n/a</b>

\*Numbers less than five have not been cited due to the Family Educational Rights and Privacy Act (FERPA) 34CFR Part 99 and Texas Education Agency procedures OP 10-03.

NOTES: †ALL = total, AA = African American, H = Hispanic, W = White, SP ED = special education, ECO DIS = economically disadvantaged, LEP = limited English proficient. The numbers in bold show the areas in which TISD students and student groups performed below comparison groups.  
- = no students.

SOURCE: Texas Education Agency, AEIS, 2009–10.

better than the state average in 2009–10, no Hispanic students were tested and White student performance was below the state average for similar students.

Further, the percentage of TISD students graduating under the Distinguished Achievement Program (DAP) has fallen below state averages, and has decreased significantly in recent years (**Exhibit 2–18**).

**EXHIBIT 2–18  
PERCENTAGE OF DISTINGUISHED ACHIEVEMENT PROGRAM  
GRADUATES  
STATE AND DISTRICT  
SCHOOL YEARS 2005–06 TO 2009–10**

DAP	STATE	TISD
2005–06	10.1%	14.9%
2006–07	10.8%	14.5%
2007–08	11.7%	8.7%
2008–09	11.9%	6.9%
2009–10	12.1%	5.1%

SOURCE: Texas Education Agency, Lonestar Reports, 2005–06 through 2009–10.

Services and programs in the district that would typically provide advanced academic opportunities for students are lacking (AP) or are disorganized and limited to few students (GT, dual enrollment).

Though performance data are not reported specifically for GT students, certain indicators are frequently used to measure advanced academic performance. While GT students might be expected to be among those students performing at the Commended level, **Exhibit 2–19** indicates that TISD students did not achieve near the state or regional averages on Commended performance on TAKS All Tests for the three-year period analyzed.

**EXHIBIT 2–19  
COMMENDED ALL TESTS TAKS PERFORMANCE BY STATE,  
REGION, AND DISTRICT  
SCHOOL YEARS 2007–08 TO 2009–10**

ALL TESTS	STATE	REGION	TISD
2007–08	15%	18%	7%
2008–09	16%	19%	9%
2009–10	15%	17%	5%

SOURCE: Texas Education Agency, AEIS, 2007–08 through 2009–10.

Staff reported that teachers in the district who had been previously certified to teach AP courses had let those credentials lapse. Thus, beyond the GT honors courses, the only real advanced academic programming provided in the district were dual enrollment courses offered in agreement with Angelina College in core college introductory areas, such as English, mathematics, and science. Staff reported that between Career and Technical Education (CTE) and these core academic courses, students could graduate with up to 30 credit hours of college credit and that typically six to eight students took advantage of dual enrollment in any one year. Data from parents indicated that many were satisfied with the opportunities offered by the district, though some pointed out that a “high performing” student in TISD might not perform as well as a high performing student in another district. In the past, the district has paid tuition for students participating in dual enrollment courses, but staff indicated that future funding was uncertain.

Staff said that generally the community had low expectations and was not focused on college readiness. Staff reported the district provided parent awareness information and support in college preparation for their students. Some parents who participated in a focus group said that they did not receive adequate information about college preparation, and they were not often aware of key deadlines. The high school counselor reported having multiple roles and responsibilities. In addition to providing counseling, she serves as registrar and testing coordinator and is responsible for at-risk documentation, scheduling, college preparation/awareness activities, and health and safety programming, such as bullying and anti-alcohol and drug awareness. Overall, focus on creating a college-going culture in the district has been a low priority, especially given the urgency of addressing low academic performance.

Given the district’s state accountability rating and federal AYP status, the current focus of improvement efforts is on bringing up the bottom rather than enhancing advanced academics and college preparation. However, the district’s lack of focus on advanced academics and limited opportunities communicates an overall message of low expectations and limits focus on rigor in instruction that has implications for all levels of teaching and learning.

The historical lack of opportunities for higher achieving students and lack of academic rigor could persist unless the district makes a concerted effort to address the needs of higher achieving students as well as raise expectations for all students through creating a college-going culture.

The district should consider clearly articulating a longer term strategic focus on college and career readiness and enhancing advanced academic services, including GT, AP, and dual enrollment as it reorganizes and rebuilds from *Academically Unacceptable* status. This process should be in tandem with current district improvement efforts in curriculum development and professional development and be integrated into improvement planning.

An early focus on high expectations and college awareness can help build a college-going culture. Featured in the Texas Education Agency's (TEA) Best Practices Clearinghouse, Lantrip Elementary is an urban elementary that was recognized as a 2009 U.S. Blue Ribbon and 2009–10 Title I Distinguished school serving a high percentage of minority and economically disadvantaged students. Because the district experienced a high dropout rate, the campus instituted a number of strategies to develop a college-going culture and focus on high academic expectations at an early age. The campus regularly promotes college awareness and expectations through a variety of activities and campus slogans ("Why do we need the knowledge? Because we are going to college."). Events such as an annual college week tied to a career day are offered as early as kindergarten through grade 2 with activities such as door decorating, college research projects, and college counselors speaking at parent nights. Students in the upper elementary grades take trips to college campuses.

At the high school level, in addition to traditional advanced academic programming, there are models for building an integrated college and career focus in smaller districts that have previously not had a college-going culture. Hidalgo ISD developed strong partnerships and integrated numerous funding resources (including both state and private grants) to develop and integrate the district's advanced academics and Career and Technical Education (CTE) programming using an early college model that included the following activities:

- establishing career pathways and early college awareness in the lower grade levels;
- building extensive partnerships with two area colleges to provide advanced academic and college credit options for students in core academic courses and CTE;
- working with area workforce development groups to promote career opportunities;

- providing incentives to increase the number of dual enrollment courses that could be taught by existing district teachers; and
- providing AP training for middle and high school teachers to increase rigor across the curriculum and expand advanced academic offerings.

Hidalgo ISD's model has been well-documented and has become a national example of best practices in promoting opportunities for underserved students and building a college-going culture.

To promote college awareness, the Texas Higher Education Coordinating Board (THECB) has also helped to create regional P–16 councils, which promote networking and partnerships between school districts and postsecondary institutions.

Finally, finding ways to either free counselors of administrative responsibilities to provide enhanced college counseling to students and families or identifying other alternatives is a necessary step for creating a college-going culture.

Using the Lantrip Elementary example, the district should work to promote college and career awareness beginning in the early grades to raise expectations districtwide. Focus in ongoing curriculum development and vertical alignment activities should target advanced level skills and expectations in all core subject areas. TISD should support AP training for a select group or all core area middle/high school teachers to build capacity for the curriculum development process, and, to possibly consider offering AP classes in the future.

To build dual enrollment options and other partnerships to enhance college and career readiness, the district should research models and funding resources for partnering with local postsecondary institutions, such as the Hidalgo ISD model. Building integrated college and career programming that provides high quality options in both advanced academics and CTE should be considered as an approach that can help to build the relevance of a college education in a community that has not traditionally had a college-going culture. The district should also investigate joining the regional P–16 council through Sam Houston State University to increase access to ideas, resources, and partners for promoting early college awareness and providing college preparatory experiences for all students.

The district should also investigate ways to enhance counseling, financial aid, and family information services. Given that counseling staff is limited in the district and the

high school counselor serves multiple functions, the district should consider reassigning some non-counseling related functions to other staff. The district could also investigate the Online College Preparation Assistance program, which is currently being piloted by TEA in partnership with the THECB. Online services that will be available through the program include:

- career/interest surveys for students;
- readiness tracking;
- Free Application for Federal Student Aid (FAFSA) completion;
- college application completion; and
- grade by grade college readiness tracking and measuring.

Funding allocations from the last legislative session indicate this program will be expanded and offered statewide.

Costs involved with this recommendation include AP training for teachers. Many universities in Texas offer AP Summer Institutes to prepare classroom teachers to teach AP and pre-AP courses. The cost of early registration is \$450 per teacher. Travel, per diem, and housing/hotels are estimated at \$550 per teacher for each four-day session. Total costs per teacher are estimated at \$1,000 (\$450 registration + \$550 travel expenses = \$1,000). If the district sent five teachers per year, the total costs would be \$5,000 annually. The fiscal impact assumes that the district could recoup the training costs (\$450 per teacher) through TEA’s AP Teacher Training Reimbursement program, bringing the total annual fiscal impact for this recommendation to \$2,750 (\$550 for travel expenses for five teachers to attend training). If the district also eventually offers AP courses in the future, there is potentially some additional state support through the AP Incentive Program, though the details are as yet unclear after recent budget reductions.

With budget cuts and limited funding opportunities, the district will need to be creative in funding continued improvement efforts that culminate in improved advanced academic opportunities. It is recommended that the district review upcoming funding opportunities through TEA and other external sources (federal and private) and work with higher education partners and other districts to creatively apply and combine funding from multiple sources to develop college and career programming. While many grant programs were reduced this year, research on upcoming funding opportunities available through the Texas High School

Project or through TEA’s dropout prevention programming are possible options for investigation.

**ORGANIZATION AND MONITORING OF SPECIAL PROGRAMS (REC. 9)**

TISD lacks a clear structure for coherent management and oversight in the special program areas of Bilingual/English as a Second Language (BIL/ESL) and Gifted and Talented (GT) education.

Both these special programs serve relatively small populations of students, which individually account for less than 10 percent of total district enrollment (**Exhibit 2–20**). In 2010–11, the district served 110 students identified as limited English proficient (LEP), representing 9.1 percent of the total population. The highest LEP student enrollment was at Lansberry Elementary School with 78 students, representing 14.0 percent of the total population. Enrollment of LEP students at other campuses ranged from 7–15 students or between two percent and nine percent of the total student populations at each campus. Staff reported that most LEP students served by the district were Spanish-speaking. At the elementary level, because enrollment was less than 20 LEP students at any grade level, TISD does not offer bilingual services. In terms of the GT student population, three percent of students at Lansberry Elementary School were identified for GT services. Other campuses reported providing GT services to six to eight students per grade level.

**EXHIBIT 2–20  
DISTRICT BIL/ESL AND GT ENROLLMENT  
SCHOOL YEAR 2010–11**

2010–11 SCHOOL YEAR	TOTAL DISTRICT STUDENTS	TOTAL SPECIAL PROGRAM ENROLLMENT	PERCENT OF TOTAL STUDENTS
BIL/ESL	1,204	110	9.1%
GT		73	6.1%

SOURCE: Public Education Information Management System (PEIMS) Standard Report, 2010–11.

For ESL programming, in 2010–11, the district moved from a strictly pull-out model to an inclusion model for LEP services, with ESL teachers providing in-class support for LEP students. Staff reported that the inclusion approach was problematic because students felt singled out and embarrassed to be receiving individual help in the classroom. Additionally, scheduling was difficult. In response, principals allowed ESL

teachers to modify services, including continuation of pull-out support, as well as scheduling changes to support ESL student assignments to the same classes with an ESL-certified teacher. In 2011–12, elementary LEP students received reading instruction from an ESL-certified teacher with additional pull-out support from the TISD ESL specialist/coordinator. Intermediate students received direct instruction from the specialist/coordinator twice per week with additional daily assistance through the Grand Central Station lab. At the high school level, English for Speakers of Other Languages (ESOL) classes were offered in addition to pull-out support.

According to district documents, one teacher receives a GT stipend at the elementary level, seven teachers receive GT stipends at the intermediate school level, seven teachers receive GT stipends at the middle school level, and 10 teachers receive GT stipends at the high school level. Note that the one GT teacher at the elementary level is also the ESL coordinator and the only ESL teacher serving the elementary and intermediate levels, where enrollment of English language learners (ELL) is at the highest. Staff indicated that teachers received adequate GT training and that the district is planning to send more teachers for GT training.

Overall, district structures to support and provide oversight of BIL/ESL and GT programming were not well defined. Staff in these special program areas reported to campus principals, but there was little management and supervision of these programs. In both programs, staff needed support from both campus and district leadership to build strong and compliant programs that provide improved services in the areas of identification, curriculum and instruction, and program monitoring and oversight.

#### IDENTIFICATION AND ENROLLMENT

In both program areas, staff identified concerns related to the identification process. In BIL/ESL, identification of students for screening for LEP services is based on home language surveys. The primary screening instrument used by the district is the oral language component of the Woodcock-Muñoz Language Survey, which staff reported tended to over-identify students for services, especially at younger ages where children may be new to the school environment and shy. However, staff also reported very limited parent denials for inclusion in LEP programming. **Exhibit 2–21** shows LEP enrollment over the most recent five-year period.

#### EXHIBIT 2–21 DISTRICT LEP ENROLLMENT SCHOOL YEARS 2006–07 TO 2010–11

SCHOOL YEAR	TOTAL STUDENTS	TOTAL LEP	PERCENT LEP
2006–07	1,170	91	7.8%
2007–08	1,170	88	7.6%
2008–09	1,200	110	9.2%
2009–10	1,205	122	10.2%
2010–11	1,204	110	9.1%

SOURCE: AEIS 2006–07 through 2010–11; PEIMS Standard Report 2011.

For GT identification, all students in the district are tested for GT services in kindergarten, and a GT committee at the elementary level makes final recommendations for participation in programming. Staff reported that testing/identification processes at the other campuses are inconsistent to non-existent, and very few parents request their children be tested for GT. Because ongoing GT testing is not conducted after kindergarten and the early grade levels, additional potential students are not identified. Additionally, participation in GT programming is not representative of the overall district population according to staff. According to state reports, district enrollment of LEP students has increased over the last decade from 3.5 percent in 2001–02 to 9.1 percent in 2010–11.

In terms of GT students, over the most recent five-year period, TISD GT enrollment has been relatively static, ranging from 5.0 percent to 6.3 percent, with state averages ranging from 7.5 percent to 7.7 percent. In 2010–11, TISD provided 73 students, or 6.1 percent of its student population with GT programming (**Exhibit 2–22**).

#### EXHIBIT 2–22 DISTRICT GIFTED AND TALENTED ENROLLMENT SCHOOL YEARS 2006–07 TO 2010–11

SCHOOL YEAR	TOTAL STUDENTS	TOTAL GT	PERCENT GT
2006–07	1,170	74	6.3%
2007–08	1,170	71	6.1%
2008–09	1,200	61	5.1%
2009–10	1,205	60	5.0%
2010–11	1,204	73	6.1%

SOURCE: Texas Education Agency, Lonestar Reports, 2006–07 through 2010–11.

*CURRICULUM AND INSTRUCTION*

Broadly, BIL/ESL and GT staff were on their own in identifying instructional resources for their program areas. No specific instructional resources for teaching LEP students are identified for use in the district. Staff typically adapt existing general instructional resources but also identified some resources available through TEA and Region 6 as valuable. Additionally, according to the TEA, all school districts are required to implement the state's English Language Proficiency Standards (ELPS) "as an integral part of each subject in the required curriculum." While it was unknown if any ELPS training occurred prior to 2010–11, staff reported that 75 percent of elementary teachers had participated in formal ELPS training, and the current ESL teaching staff reported offering in-house ELPS training to all teachers in the district in fall 2011, making the district compliant with state regulations. However, staff reported that integrating the ELPS into the curriculum and lesson plans remained a challenge, though the Curriculum Director has been supportive in communicating messages that this was expected. While elementary teachers are required to submit lesson plans to the ESL specialist for review for ELPS, it was unclear if monitoring was occurring at other campuses.

GT staff reported there is little instructional differentiation for GT students at the secondary level, and what occurs is inconsistent across campuses. For the GT curriculum, the primary instructional resources used by staff are those available through the Texas Performance Standards Project (PSP) that provides standards, recommended student projects at several grade levels, and assessments for GT educators. Staff cited the need for additional instructional resources and indicated that most teachers design activities for GT students in isolation. Staff reported quality GT programming and curriculum resources across the district were lacking.

At the high school level, staff reported that six to seven students at each grade level typically participated in "honors" classes, which offered what staff described as pre-AP level of instruction. These courses were created in 2010–11 to serve GT students. However, the district-provided course list does not provide an honors, pre-AP, or AP designation for any courses offered.

In both programs areas, to date, no staff have been asked to develop BIL/ESL or GT modifications as part of the district's curriculum development process.

*PROGRAM MONITORING AND OVERSIGHT*

While staffing for each program area is adequate to meet program requirements, responsibility for program oversight and monitoring is unclear. In BIL/ESL, the ESL specialist/coordinator, who provides ESL services at the elementary and intermediate school level, is effectively responsible for oversight of districtwide service delivery and compliance. The coordinator was new to the position and still in the process of developing deep understanding of the rules and regulations of the program area. Further, in the ESL area, only one administrator in the district (the elementary principal) is trained in state education code requirements for leading Language Proficiency Assessment Committees (LPAC) responsible for identification, placement, and exiting of students identified as LEP, though staff reported that training for other principals was planned.

In the area of GT, there is no coherent districtwide service structure in place, no reported monitoring of services, and the coordinator position is not clearly defined. Campus GT teachers indicated they each designed services independently, and there was no coherence between campuses.

Across these two special program areas, there exists a significant responsibility and decision-making gap resulting in increased risk that the district could be non-compliant with state regulations and that programming is inconsistent and ineffective.

In BIL/ESL, responsibility for overall programming effectively rests with one individual, with support from district-level leaders but lack of oversight in terms of program compliance. As an example, during recent budget negotiations, the ESL specialist/coordinator had to advocate to maintain state-required summer school programming for ESL students in kindergarten and grade 1. Further, having only one principal trained in LPAC requirements and procedures highlights a gap in leadership and creates potential compliance concerns, especially if there is turnover.

In GT, staff and community members reported that the rigor of activities and overall programming for GT was inconsistent and ad hoc. Given the district's lack of focus on advanced academics, GT is one of the few options for higher performing students to receive more challenging instruction and/or services to meet their needs. However, data indicate that curriculum and programming for district GT students is inadequate.

The district should improve oversight and support in the special program areas of BIL/ESL and GT by clearly defining

leadership roles and responsibilities and ensuring that administrators receive training in these areas.

Key staff for BIL/ESL and GT report to the Curriculum Director according to the district's organization chart. However, interviews indicated that these staff report primarily to principals. As the Curriculum Director transitions into his position, roles/responsibilities and reporting structures need to be clarified.

The best practice research from districts with new and emerging ELL communities and those rural districts with proportionally small populations of ELLs is appropriate for identifying organizational supports for ELLs within existing infrastructure and resources. Key practices include identification of an interested teacher to move into a leadership role, an action which the district has already taken. Building formal leadership structures is another key step. Supports from leadership include: recognizing and prioritizing growing ELL populations, ensuring staff involvement and expanding district professional knowledge about ELLs, and creating high expectations for ELL learning.

Establishing necessary structures and clarifying the roles and responsibilities of the Curriculum Director and campus principals in the area of GT would be a key first step in creating a substantive strategic plan for improving services in that program area. The state of Texas provides resources to support district GT services. The Texas State Plan for the Education of Gifted and Talented Students provides a structure for creating and evaluating coherent district programming for GT students. Further, the Small Schools Guide for Quality Gifted Services, which should be available through the GT specialist at the regional education service center, is a resource for smaller districts with low funding, staffing, and enrollment for GT services. The Curriculum Director could convene a committee of GT staff, including principals, to review the state plan and small schools documents and develop a coherent and site-specific plan for GT services in the district with assigned personnel for conducting ongoing testing and program evaluation.

The district should identify key administrators to receive training available through regional education service centers in order to provide GT and BE/ESL program leadership. These leaders will help the district develop coherent planning to support these students and send messages to other staff about district commitment to serving special populations. As stated previously, the district is in an intensive transitional situation, instituting change at many levels. Attention to

program areas serving smaller, but critical, student groups should not be lost during this time.

Recommendations across special program areas can be implemented with existing resources. Because the district has a contracted services agreement with Region 6, BIL/ESL and GT training costs for administrators should be covered.

#### **DISCIPLINARY ALTERNATIVE EDUCATION PROGRAM (REC. 10)**

A lack of teacher buy-in related to instructional delivery strategies for students in the district's Disciplinary Alternative Education Program (DAEP) inhibits program restructuring efforts.

While recent changes to programming in this area are still relatively new, some teaching staff do not support the district's new Disciplinary Alternative Education Program (DAEP) instructional delivery model, and leadership expectations for serving DAEP students have not been clearly communicated.

All Texas public school districts are required to provide disciplinary alternative education programs (DAEP) for students temporarily removed for disciplinary purposes from their regular instructional settings. The current TISD DAEP program is offered in a classroom attached to the central office building and is overseen by the DAEP principal and an instructional aide. Thus far, in 2011–12, five to seven students have been assigned to DAEP.

The district assigned a new DAEP principal beginning in the 2011–12 school year to revamp and re-structure programming. In assuming the new role, the DAEP principal visited several districts around the state and attended trainings to gather information on DAEP model programming and strategies. Based on this review of DAEP best practices, major changes and new programming offered this year included the following:

- transitioning from computer-based instruction through Odyssey to requirements that classroom assignments be provided by the teacher and that teachers visit the students to provide support once a week;
- implementing a new dress code;
- implementing a character education program; and
- implementing a leveled system of performance and behavioral incentives and rewards.

The DAEP principal reported working closely with campus principals, but official reporting structures were unclear.

Interviews indicated a high level of teacher resistance to the new requirements for teachers to provide instructional support for students in DAEP. Unresponsive teachers have required continuous follow-up requests for assignments, grades, and monitoring from the DAEP principal. Only when the superintendent and Curriculum Director were copied on e-mail requests did staff comply. Copying principals on requests had been ineffective.

Staff resistance to providing instructional support for students in DAEP is resulting in a considerable time commitment from staff in following up to request and re-request lessons, grades, and other instructional support from teachers. If teachers continue to resist, this situation will only worsen as the year progresses and more students are assigned to DAEP.

The instructional approach adopted by the new DAEP principal is supported in best practice research as it focuses on providing the same basic curriculum as students would receive in their regular classrooms, promotes shared responsibility for students, and supports students' successful transitions back to the regular campus. In particular, the instructional model of requiring teachers to provide assignments and visit students on a weekly basis to provide support reflects the Learning Effective Actions for Problem-Solving (LEAP) program implemented by College Station ISD and included in Texas' Best Practices Guide for DAEP (2007).

The district should engage teachers in an effort to review DAEP instructional delivery expectations and modify as appropriate with clearly articulated roles and responsibilities in serving DAEP students.

As the district is in the process of piloting and adapting many new programs to fit district needs, the district should consider convening teachers and key administrators to review research on best practices in DAEP and invite feedback and ideas from teachers. This process could increase buy-in and support for adopted strategies and/or help in the design of program modifications. If the district is committed to the new DAEP programming strategies implemented by the current principal, the principal will need support from both district leadership and principals by communicating expectations to staff and clearly articulating roles and responsibilities in serving DAEP students.

This recommendation can be implemented with existing resources.

**CAREER AND TECHNICAL EDUCATION (REC. 11)**

Recent improvements and expansion of TISD's Career and Technical Education (CTE) programming could be set back by staffing and budget cuts if alternative career awareness strategies and more robust partnerships are not developed.

The district's CTE program has been moving in a positive direction in recent years with a range of expansions and improvements. These included the following:

- the creation of a CTE director position;
- career exploration classes in middle school;
- student interest/needs assessments;
- creation of a CTE advisory committee;
- strengthened CTE student organizations such as Future Farmers of America (FFA) and Family, Career, and Community Leaders of America (FCCLA); and
- an update and expansion of programming beyond traditional offerings, especially courses emphasizing technology.

As a result, student awareness and interest in CTE has risen as indicated by participation increases (**Exhibit 2-23**). Staff reported that the program attracts a representative and diverse participation, including special education students as well as the district's highest performing students.

**EXHIBIT 2-23  
CAREER AND TECHNICAL EDUCATION BY STATE AND DISTRICT STUDENT GROUPS  
SCHOOL YEARS 2006-07 TO 2010-11**

SCHOOL YEAR	TOTAL STUDENTS	TOTAL CTE STUDENTS	PERCENT CTE
2006-07	1,170	216	18.3%
2007-08	1,170	175	15.0%
2008-09	1,200	351	29.3%
2009-10	1,205	443	36.8%
2010-11	1,204	433	36.0%

SOURCE: Texas Education Agency, Lonestar Reports, 2006-07 through 2010-11.

Primary expansion and updating efforts have included the following:

- reviewing programming to reorient courses to reflect the 16 federally recognized career clusters, updating some course offerings, and eliminating others;
- offering new CTE courses (such as Advanced Animal Science) that are eligible to serve as substitutes for certain courses in science required under the Recommended High School Program;
- offering courses such as speech as a dual credit CTE class; and
- creating new technology-related course offerings.

Current courses were offered in the areas of agriculture, food, and natural resources; business management and administration; human services; information and technology; hospitality and tourism; and arts, audio visual, and communication.

The district's ability to increase technology-related courses has been made possible by IT staff assuming dual roles in the district, providing IT support to campuses and teaching CTE courses. These technology courses have become very popular and provide industry-relevant experiences for students. For example, an IT staff member taught a Digital Media course in which students work in a "green room" equipped with digital video equipment to record weekly news broadcasts for the high school and produce the school newspaper. An IT staff member also taught a graphic design course, which the department was considering offering as an alternative option to Business Computer Information Systems as an introductory technology CTE course. The CTE director was also investigating ways to build nursing assistant and criminal justice programs. A robotics program has also become popular, and students will be competing in a state robotics competition for the first time in 2011–12. Student interest in this new programming was reported as very high.

Staff characterized CTE equipment and facilities as excellent in most areas, citing collaboration with the director of Instructional Technology in getting grants to support technology purchases and providing basic classroom as well as cutting-edge resources to support technology-based CTE courses. Other areas, such as welding, were in need of updates, staff reported.

These improvements, however, are threatened by several factors, including both local budget and staffing issues as well

as changes in CTE funding at the federal level. First, a middle school career awareness course, Career Explorations, which was offered in 2010–11 as a mandatory course and supported with local funds, was discontinued due to staffing issues in 2011–12. Another course previously offered at the middle school level but discontinued, Career Portals, provided specific introductions to the four main CTE program areas offered in TISD. With the cuts, some introductory career exploration content has been integrated into foundation CTE courses at the high school level, but the opportunity for building awareness and interest at the earlier grade levels has been lost.

Also in 2011–12, in response to budget cuts, the district reduced IT staffing. Data from campus staff indicated that IT staff support was no longer adequate because staff members were also teaching CTE courses, and teachers commented that they could not effectively implement new technologies or integrate technology into instruction without previous levels of support.

In addition, federal legislative changes eliminating funding for Tech Prep consortiums resulted in the closing of the Deep East Texas College Tech Prep Partnership operated through Angelina College. Subsequently, while existing articulation agreements for TISD CTE dual enrollment courses offered through Angelina College in several CTE program areas will be honored through 2013, staff indicated that the future of these agreements was uncertain. This uncertainty will potentially limit program growth in some areas and/or students' ability to participate in more advanced CTE coursework, which could impact student interest and participation.

Finally, while the CTE director has been exploring new options for expanding programming, particularly in the health and legal program areas, the district has, until this time, had very limited partnerships with area postsecondary institutions. All previous agreements have been with Angelina College, despite proximity to Sam Houston State University. Lone Star Community College is another option. Though farther from the district, distance learning opportunities could be investigated. District staff reported that some students did not see coursework at Angelina as viable for improving their workplace skills or career opportunities.

If the district has to cut back, rather than continue to expand and update, its CTE program, student interest and participation may wane, the CTE improvement efforts thus far will be set back, and the district could lose a critical

opportunity to provide its students with valuable workplace and career skills. As the district currently offers little in terms of college and career support to its graduates outside of CTE, this loss would be significant.

The district should investigate alternatives for promoting career awareness, maintaining and building staff, and establishing new partnerships to support CTE. The uncertainty created by the current budget situation and the possibility of future reductions complicates planning and expansion efforts in CTE. However, the success of the program expansion to date and the relative lack of opportunities in the area highlight the importance of CTE for many of the district's students.

Thus, the district should find alternative ways to build awareness and recruit students for CTE at earlier grade levels. The district should also develop a long-range plan with projections for staffing needs in existing and planned high demand/low demand CTE areas, which could help guide some longer term decision-making and hiring strategies. Most importantly, the district should initiate conversations and outreach to both postsecondary institutions and other external agencies to build partnerships to support programming and opportunities for the district's students.

The *AchieveTexas in Action Best Practices Guide* provides best practices in CTE and implementation examples from sites across Texas. Specific practices relevant to this finding are districtwide efforts to build early career awareness. The guide provides information on Denton ISD's strategies for providing an integrated series of career preparation experiences spanning elementary school through postsecondary. Spur ISD, which is a small district, was able to provide districtwide awareness activities seamlessly because of its size. In terms of establishing partnerships, the Guide provides numerous examples of the types of collaborations that can support CTE, including postsecondary partnerships in Levelland ISD that provide a range of options for continuing education and partnerships with Workforce Solutions, TWC, and local economic development groups in Lubbock ISD that offer real-world opportunities for students as well as funding for high-demand programs.

District CTE staff should work with the intermediate, middle and even elementary school principals and teachers to build career exploration activities into regular courses as well as offer career-oriented special activities. Providing career exploration packets or collaboratively planning ways to integrate activities into instructional units that explore or

highlight career opportunities can be achieved through participation in campus-level planning groups.

The district should also set up meetings with representatives from all area postsecondary institutions to discuss opportunities for partnerships, including Sam Houston State University and Lone Star College. As part of these conversations, the district should consider broader, more innovative partnership possibilities. Specifically, as the district is in the process of change, thinking about CTE in the context of broader college and career readiness goals could be part of the discussion with higher education groups. Often, college readiness and career readiness are developed as distinctly separate tracks, with lower expectations for one group of students and higher for the other. As the district improves student performance and can begin to focus on broader goals, improvement efforts should be directed to strengthening college and career awareness with equal focus. Hidalgo Early College High School provides a well-documented example of how a coordinated college readiness and high quality CTE program was developed and implemented in close partnership with several area postsecondary institutions. New funding available in 2012 to public junior colleges to operate dropout recovery programs that provide CTE and advanced academics in conjunction with districts is another opportunity for potential collaboration.

The district can also initiate contact with the local workforce development board, Workforce Solutions - Deep East Texas, to discuss outreach and partnerships through the commission networks and programming. This relationship could inform and improve TISD's CTE program through a sharing of knowledge related to regional workforce needs and what training and certification opportunities exist within the region. This information can be used to help guide and direct CTE students onto career pathways that are in demand within the region and are supported through local training providers.

This recommendation can be implemented with existing resources.

**FISCAL IMPACT**

Some of the recommendations provided in this report are based on state or federal laws, rules or regulations, and should be promptly addressed. Other recommendations are based on comparisons to state or industry standards, or accepted best practices, and should be reviewed to determine the level of priority, appropriate timeline, and method of implementation.

<b>RECOMMENDATION</b>	<b>2012-13</b>	<b>2013-14</b>	<b>2014-15</b>	<b>2015-16</b>	<b>2016-17</b>	<b>TOTAL 5-YEAR (COSTS) OR SAVINGS</b>	<b>ONE TIME (COSTS) OR SAVINGS</b>
6. Develop a detailed plan for monitoring improvement strategies to ensure implementation success.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
7. Implement a similar process as used in the curriculum development for science and mathematics for curriculum development in the ELA-reading and social studies content areas.	\$0	\$0	\$0	\$0	\$0	\$0	(\$17,000)
8. Articulate a longer term strategic focus on building a college-going culture and enhancing advanced academic services, including GT, AP, and dual enrollment as the district reorganizes and rebuilds from Academically Unacceptable status.	(\$2,750)	(\$2,750)	(\$2,750)	(\$2,750)	(\$2,750)	(\$13,750)	\$0
9. Improve oversight and support in the special program areas of BIL/ESL and GT by clearly defining leadership roles and responsibilities and ensuring that administrators receive training in these areas.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
10. Engage teachers in an effort to review DAEP instructional delivery expectations and modify as appropriate with clearly articulated roles and responsibilities for serving DAEP students.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
11. Investigate alternatives for promoting career awareness, maintaining and building staff, and establishing new partnerships to support CTE.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>TOTALS</b>	<b>(\$2,750)</b>	<b>(\$2,750)</b>	<b>(\$2,750)</b>	<b>(\$2,750)</b>	<b>(\$2,750)</b>	<b>(\$13,750)</b>	<b>(\$17,000)</b>



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# **CHAPTER 3**

# **FACILITIES USE AND MANAGEMENT**

**TRINITY INDEPENDENT SCHOOL DISTRICT**

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## CHAPTER 3. FACILITIES USE AND MANAGEMENT

The mission of the facilities organization is to effectively operate and maintain buildings and facilities to generate a safe, productive, and clean environment to support the educational programs. Facilities planning based on programmatic requirements, student growth or decline, aging facilities, funding, and legislative mandates is essential to support educational programs and student needs effectively. Strategic planning activities must be performed under clearly defined policies, procedures, and practices that can be adapted to accommodate changes. Preventive maintenance and timely repairs should be performed to ensure that facilities are in working order and provide an atmosphere conducive for learning. Custodial operations should provide for the general cleanliness and daily upkeep of facilities. Grounds operations ensure that the schoolyards are properly groomed and maintained. An energy management program should be implemented that is focused

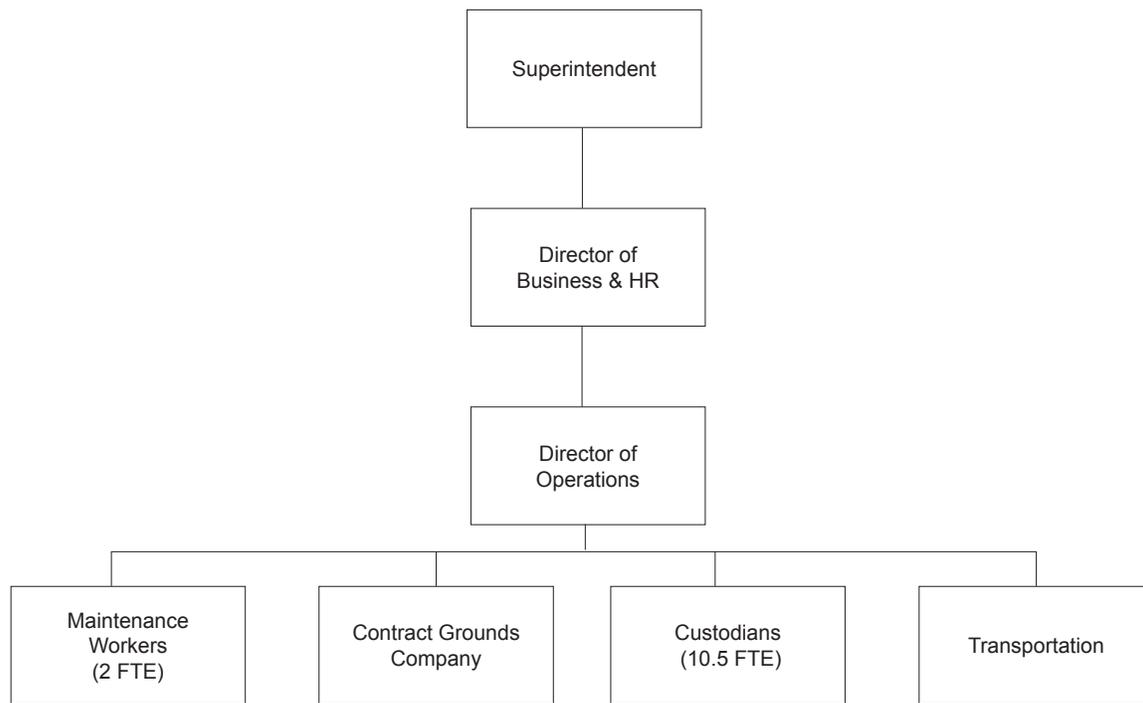
on monitoring energy costs and usage and establishing energy conservation practices. Typical facility organizations actively manage construction/maintenance projects.

Trinity Independent School District's (TISD) facilities function consists of 12.5 staff members, including two maintenance workers and 10.5 custodians, who report to the director of Operations. The director oversees the district's maintenance and custodial operations and reports to the Director of Business and Human Resources. Until recently, the district outsourced its operations to MasterWorks. TISD stated that it had terminated its contract and two custodians are now performing dual roles as part-time custodians and part-time grounds workers. **Exhibit 3-1** presents TISD's Operations Department organization at the time of the review team's onsite visit in October 2011.

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**EXHIBIT 3-1**  
**TISD OPERATIONS DEPARTMENT ORGANIZATION**  
**SCHOOL YEAR 2011-12**

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NOTE: FTE = Full time equivalent. Also, since the onsite visit in October 2011, the grounds contract has been terminated.  
SOURCE: TISD Administration, October 2011.

TISD’s facilities include four campuses, an administration building, an In School Suspension (ISS) portable building, and a Disciplinary Alternative Education Program (DAEP) building.

**Exhibit 3–2** depicts the district’s main building inventory.

The review team conducted district surveys regarding facilities. A majority of respondents feel that schools are clean as shown in **Exhibit 3–3**. This includes 67 percent of principals and assistant principals, 71 percent of district administrative and support staff, and 60 percent of teachers. Although not a majority, 37 percent of students agreed that schools are clean, while 39 percent disagreed.

**Exhibit 3–4** shows that 68 percent of principals and district administrative and support staff and 51 percent of parents

agree that buildings are properly maintained in a timely manner.

**Exhibit 3–5** shows that 83 percent of principals and 68 percent of district administrative and support staff agree that repairs are made in a timely manner while 51 percent of teachers disagree.

**EXHIBIT 3–2  
TISD MAIN BUILDING INVENTORY  
SCHOOL YEAR 2010–11**

FACILITY	BUILDING	YEAR(S) MAIN BUILDING BUILT	SQUARE FEET
Administration Building		1971	6,278
Edna Lansberry Elementary School (Pre-K-4)	Main Building/All Purpose Building/ Cafeteria Extension/Kindergarten Addition	1976	62,001
Trinity Intermediate School (Grades 5–6)	Main Building, Band Hall/Gym/Cafeteria	1928	42,952
Trinity Middle School (Grades 7–8)	Main Building	2006	45,199
Trinity High School (Grades 9–12)	Main Building/Woodshop-Ag Building/ Cafeteria Expansion	1987/2006	66,198
ISS Portable Building	Main Building (no restrooms)	2000	1,536
Alternative Education Building	DAEP Building	1971	3,200
Old Red Building (closed pending renovations)	Main Building	1925	4,004

NOTE: The Old Red Building is Trinity’s oldest surviving school building and was used for classes until the late 1980s. It has been unoccupied for about 20 years and is called Old Red because of its distinctive red brick exterior. In 2008, the district began plans to renovate the Old Red Building into TISD’s central administration building.

SOURCE: TISD Business Office, October 2011.

**EXHIBIT 3–3  
TISD SURVEY RESULTS**

SURVEY RESPONDENTS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
<b>Survey Question: “Schools are clean.”</b>					
Principals/Assistant Principals	0.0%	66.7%	0.0%	33.3%	0.0%
District Administrative and Support	25.5%	45.5%	16.4%	7.3%	5.3%
Teachers	15.7%	44.3%	5.7%	24.3%	10.0%
Students	5.3%	31.9%	23.4%	23.4%	16.0%

SOURCE: Review Team Survey, October 2011.

**EXHIBIT 3–4  
TISD SURVEY RESULTS**

SURVEY RESPONDENTS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
<b>Survey Question: “Buildings are properly maintained in a timely manner.”</b>					
Principals/Assistant Principals	16.7%	50.0%	0.0%	33.3%	0.0%
District Administrative and Support	20.0%	47.3%	21.8%	9.1%	1.8%
Parents	8.6%	42.9%	20.0%	22.9%	5.6%

SOURCE: Review Team Survey, October 2011.

**EXHIBIT 3–5  
TISD SURVEY RESULTS**

SURVEY RESPONDENTS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
<b>Survey Question: “Repairs are made in a timely manner.”</b>					
Principals/Assistant Principals	16.7%	66.7%	0.0%	16.7%	0.0%
District Administrative and Support	13.2%	54.7%	18.9%	11.3%	1.9%
Teachers	8.7%	29.0%	11.6%	39.1%	11.6%

NOTE: Percentages may not add to 100 due to rounding.  
SOURCE: Review Team Survey, October 2011.

**FINDINGS**

- The district lacks a comprehensive long-range facilities master plan.
- TISD has not developed a formal facilities condition assessment program or deferred maintenance plan to assess facility conditions, identify deferred maintenance backlogs, and evaluate future capital needs of the existing facilities.
- The Maintenance Department lacks a policies and procedures manual.
- TISD has not implemented a preventive maintenance program for its facilities.
- The Maintenance Department lacks an automated work order system to help prioritize and track its work orders.
- Training plans have not been developed for the Maintenance Department.
- TISD does not have a comprehensive energy management program.
- TISD does not use a staffing allocation model at a facility level to ensure that custodial staffing levels are appropriate for each campus.

**RECOMMENDATIONS**

- **Recommendation 12: Develop a long-range facilities master plan.**
- **Recommendation 13: Implement a formal facilities condition assessment program.**
- **Recommendation 14: Develop a maintenance and custodial policies and procedures manual.**
- **Recommendation 15: Develop, document, and implement a preventive maintenance program for the district’s facilities.**
- **Recommendation 16: Coordinate with the Technology staff to acquire a compatible work order system.**
- **Recommendation 17: Develop individual staff training plans for all maintenance staff.**
- **Recommendation 18: Review the energy management program to determine any areas for possible improvement.**
- **Recommendation 19: Monitor staffing allocations annually to ensure that district maintenance and custodial expectations are being met within appropriate staffing guidelines.**

## DETAILED FINDINGS

### LONG-RANGE FACILITIES PLANNING (REC. 12)

The district lacks a comprehensive long-range facilities master plan. A long-range facilities master plan provides a roadmap for future construction and renovation programs. It is a formal way of communicating the district's needs, priorities, and intentions to all stakeholders. The master plan also establishes the necessary documentation for stakeholders, funding authorities, and the community to approve funding. Comprehensive master plans also provide adequate documentation to allow decision-makers to objectively make better facility decisions.

Effective long-range facilities plans incorporate the following activities:

- A policy and framework for long-range facility planning;
- An extensive evaluation of the condition and educational functionality of existing buildings and sites;
- A capacity analysis of all district education facilities, reflecting the district's instructional program;
- An evaluation of each campus and facility to determine its best use, in light of local programs and state staffing and space requirements;
- A determination of technology capabilities within existing facilities;
- Information relative to school facilities conformance to state and federal mandates;
- A 10-year enrollment forecast by grade and by campus for the entire district;
- A capital planning budget that balances facilities needs with expenditures, and identifies funding sources; and
- A series of recommendations and options available to the district to meet current and projected facility needs.

TISD indicated it has used the following factors in facility planning:

- Based on campus/department request;
- Prioritized projects based on need/finances;
- School board kept informed of improvements; and

- School board approval required for projects over \$50,000.

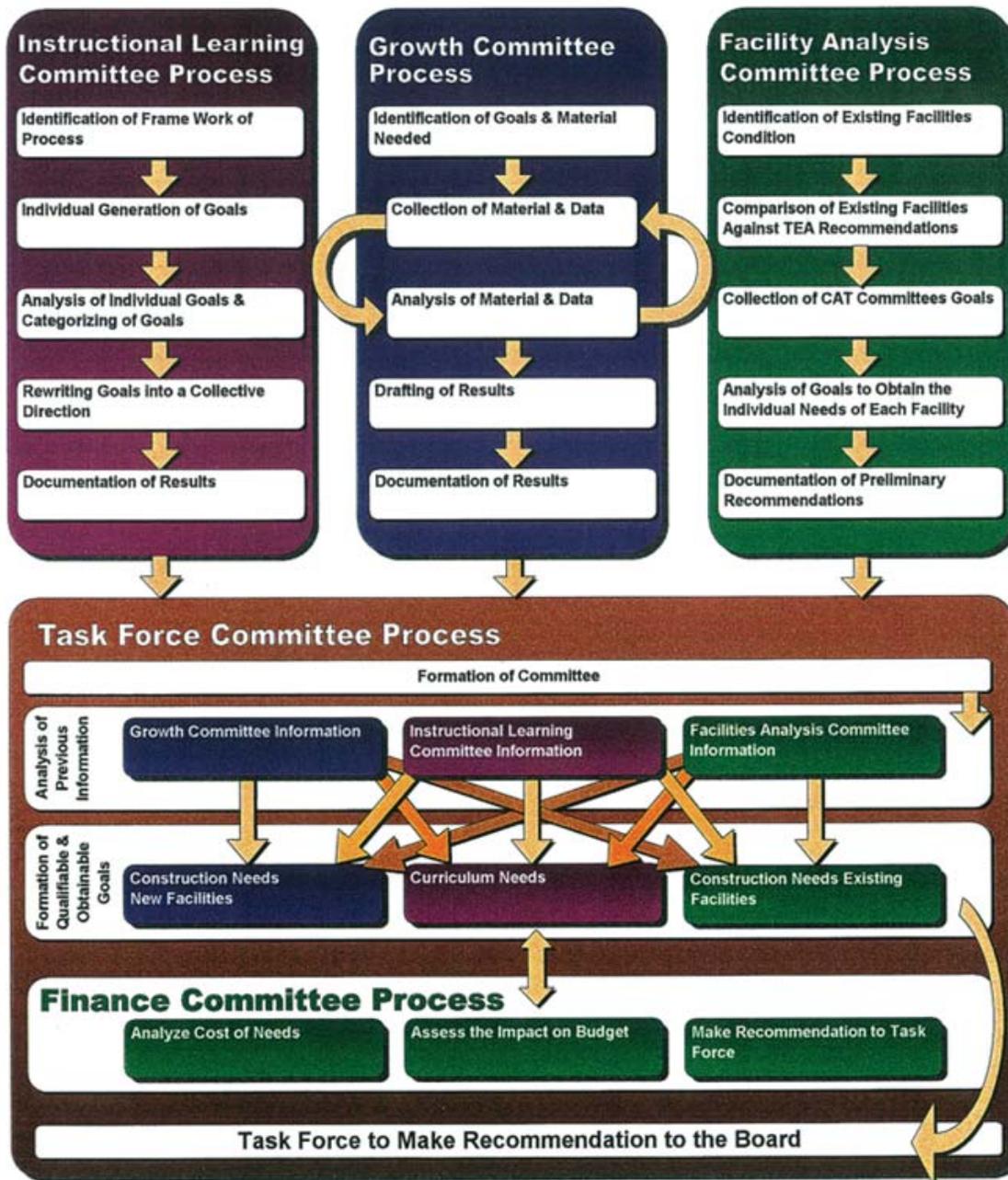
San Angelo Independent School District (SAISD) officials in conjunction with the board of trustees and the district Facility Advisory Committee developed a Long Range Facilities Plan to address the current and future facility needs of the district. In keeping with school board policy, the plan addresses the district's anticipated school facilities needs and priorities. SAISD's Long Range Facilities Master Plan can be found at: <http://www.saisd.org/Departments/Maintenance/RevitalizationPlan.asp>.

Manor ISD (MISD) developed a comprehensive long-range facilities plan that has guided the district through multiple successful capital improvement plans. MISD's comprehensive, long-range facilities plan ensures proper coordination of the district's facilities and educational programs; community expansion plans; building costs and capital requirements; and design guidelines. **Exhibit 3-6** presents a diagram of MISD's long-range facilities planning process.

TISD should develop a long-range facilities master plan. In developing a long-range facilities master plan, the district could collaborate with facilities professionals to assist with critical planning activities. The Texas Association of School Administrators (TASA) offers facility planning services to Texas school districts that include a detailed study of current facilities and projected building needs as well as demographic analysis and enrollment forecasts. The development of a comprehensive long-range facility master plan can also be achieved with internal resources who have proper skills and experience to engage in long-range planning functions. As shown in the MISD model, the critical steps include the following: establish planning committees to identify goals and needs; prepare a facility condition assessment of each instructional facility; conduct interviews with the board, staff, principals and community groups to document the district's current and future educational, administrative, and support services needs; determine the actual student capacity of each school based on its current use and the capacity of each school based on future programs; project student enrollment by school and grade over the next five years; prioritize proposed projects and estimate costs and funding; present the plan to the board for approval and implementation; and regularly update and revise the plan as circumstances require.

This recommendation can be implemented with existing resources.

**EXHIBIT 3-6**  
**EXAMPLE MANOR ISD LONG-RANGE FACILITIES PLANNING PROCESS DIAGRAM**



SOURCE: Manor ISD Strategic Facilities Study, August 1999.

**FACILITIES CONDITION ASSESSMENT PROGRAM (REC. 13)**

TISD has not developed a formal facilities condition assessment program or deferred maintenance plan to assess facility conditions, identify deferred maintenance backlogs, and evaluate future capital needs of the existing facilities. There is no formal planning process for projecting and funding short- and long-range capital replacement items, such as mechanical/electrical/plumbing systems and roofing systems in the schools.

The district provided lists of deferred maintenance projects including roofing and renovation projects; however, a timeline, estimated costs, approval date, and project status were requested but not available. A separate list of major projects was also provided that lists the facility, project, and estimated cost. This list did not include any dates, signatures, or status. The district indicated that \$450,000 has been designated for future capital improvements, but a list of the improvements was not specified.

The benefits of facility condition assessments (FCAs) include the following:

- generating objective and sound data to make informed facilities investment decisions;
- maximizing the life of facilities through proper maintenance and repair and renovations;
- minimizing safety and security risks and facility system failures; and
- enabling optimal use of facilities and infrastructure in support of the district's education mission.

Facility condition impacts safety and security as well as comfort and morale. A regular facilities assessment program evaluates exterior, interior, mechanical systems, safety and building code compliance. The review team observed the following during the onsite visit.

- There are no restroom and water facilities in the portable ISS building. Students must be escorted to the Agriculture Building to use the facilities; overall, the Agriculture building is not well maintained.
- The décor of the ISS and DAEP buildings is not conducive to learning; one window in the DAEP is still covered inside with boards.
- There are no restrooms and water facilities on the 2nd floor of the intermediate campus.

- Some soap dispensers were torn from the walls in the boys restrooms at one campus.
- The Department of State Health Services conducted facility inspections in September 2011 and reported that the nurse's station lacks a lavatory supplied with hot and cold water at the intermediate school and high school.

A typical facilities assessment program evaluates exterior, interior, mechanical systems, safety and building code compliance. An effective deferred maintenance plan accounts for all possible major maintenance requirements for future years rather than reacting to problems as they arise.

United Independent School District (UISD) created an internal facility condition assessment process that used principals and administrators for initial assessment phases on an annual basis. The assessment process included a lifecycle analysis based on a comprehensive equipment inventory to project and forecast the next five years of capital replacements.

UISD distributes a detailed questionnaire to each principal on an annual basis. Feedback from campus staff is collected in this questionnaire, which is then summarized in a spreadsheet. Equipment life cycles are also used to determine projected replacement timelines. The building deficiency items outlined in the spreadsheet are used as a basis for an onsite evaluation of each campus by architects and engineers. Deficiencies are verified and additional findings are noted. A list of corrective procedures is developed with associated costs. Once the inspections are completed, an existing facilities report is developed and potential projects/maintenance are prioritized. The report includes a facilities improvement plan that outlines needed and anticipated campus improvements. Items typically address the following issues:

- compliance with federal, state, and local building codes;
- compliance with the Americans with Disabilities Act (ADA);
- identification of needed campus renovations;
- identification of major repairs needed and material replacements; and
- identification of needed campus improvements to accommodate the proliferation of technology in the classroom.

UISD's process for completing annual facility condition assessments provides accurate projections of campus needs. Employing the assistance of the principals and campus staff to identify initial needs has reduced the time and effort required by the facilities staff to collect the data.

San Angelo ISD performed a detailed evaluation of each facility including assessment of structural integrity, mechanical integrity and efficiency, energy efficiency, operations and maintenance, and health and safety requirements. The district completed a checklist for each building listing the assessment criteria and rated each criteria. Scores below 30 percent indicated an inadequate facility condition and scores of 90 or more percent indicated an excellent facility condition. San Angelo Independent School District's Long Range Facilities Master Plan includes facility condition assessments which can be found at: <http://www.saisd.org/Departments/Maintenance/RevitalizationPlan.asp>.

TISD should implement a formal facility condition assessment program. The program should include identifying backlogs of deferred maintenance, identifying and prioritizing specific capital project needs, and validating capital improvement project requirements independently. The director of Operations should lead an appointed team to perform the facility condition assessment. Checklists should be developed to assess and score the condition of each building, and the outcomes assembled in a facility condition and deferred maintenance report for the superintendent's review and approval.

This recommendation can be implemented with existing resources.

#### **POLICIES AND PROCEDURES (REC. 14)**

The Maintenance Department lacks a policies and procedures manual. Without a policies and procedures manual, employees do not have a guide to ensure consistency in addressing a given problem. For example, although the maintenance staff may complete preventive maintenance of the building and cooling system, no standard checklist or report was provided to document the specific tasks completed, cost of materials used, and the frequency that the maintenance is performed. A lack of written procedures could result in the improper mixture or use of chemicals or unintentional violations of environmental or safety regulations. Documentation ensures that the staff is informed of their responsibilities and how to fulfill them and report the outcomes.

According to the Planning Guide for Maintaining School Facilities, sponsored by the National Center for Educational Statistics (NCES), a maintenance and operations procedures manual should, at a minimum, contain a mission statement, personnel policies, purchasing regulations, accountability measures, asbestos procedures, repair standards, vehicle use guidelines, security standards, and work order procedures.

Maintenance procedures should include:

- mission statement;
- vision statement;
- names and locations of vendors from whom the staff can purchase maintenance supplies;
- standard forms including inspection checklists;
- work order procedures;
- safety procedures;
- procedures for major types of maintenance work and proper procedures (for example, minor plumbing, roof repair, lighting repair, and electrical work); and
- emergency/crisis situations and procedures.

Custodial procedures should include:

- mission statement;
- vision statement;
- standard forms and checklists;
- cleaning standards (classrooms, restrooms, gyms, locker rooms, showers, offices, libraries, and other areas);
- cleaning procedures including supplies, basic office cleaning, restroom cleaning and sanitation, hard surface floor maintenance (dusting, mopping, stripping, finishing, burnishing);
- custodial relations with others;
- custodial rights and responsibilities;
- head custodian duties and responsibilities;
- custodial certification;
- safety procedures;
- integrated pest management;
- playground inspections;

- recycling and refuse; and
- energy management guidelines.

Escambia County School District in Pensacola, Florida provides a good example of a policies and procedures manual, the Maintenance Department Policies and Procedures Manual for Escambia County School District (<http://old.escambia.k12.fl.us/adminoff/maint/maintser/newpdf/polprocmanual.pdf>).

Topics addressed in the manual include:

- Operations Division Standards;
- Maintenance Operations;
- General Employee Requirements;
- Administration;
- Employee Safety;
- Construction Projects;
- Disaster and Emergency Procedures; and
- Permits, Inspections, and Code Compliance.

The Maintenance Department should develop a maintenance and custodial policies and procedures manual. The director of Operations should contact a facility planning association and several area school districts to identify other models for policies and procedures manuals. Using these models and the guidelines provided above, the director should customize a manual for TISD, meet with employees to discuss the contents of the manual and which areas are applicable to each group, and conduct training necessary to implement the policies and procedures.

This recommendation can be implemented with existing resources.

#### **PREVENTIVE MAINTENANCE (REC. 15)**

TISD has not implemented a preventive maintenance program for its facilities. Industry best practices indicate that a widely used strategy to contain maintenance operations costs involves the development of a preventive maintenance program. Preventive maintenance provides a planned approach designed to avoid equipment breakdowns and prevent routine problems from escalating into major repairs or possible premature replacement. TISD's maintenance staff respond to requests for work order repairs and building setups and handle routine maintenance including the replacement of air filters and repairs to vacuum cleaners and

other equipment. The director of Operations indicated that he performs a weekly inspection of facilities.

Preventive maintenance programs include the following elements:

- a list of equipment that requires repair;
- a detailed schedule of the cost of repair;
- a timeline schedule for completion of projects; and
- inspection and maintenance procedures.

**Exhibit 3–7** presents a sample facilities preventive maintenance program showing the intervals to inspect, repair, and replace equipment.

TISD should develop, document, and implement a preventive maintenance program for the district's facilities. The director of Operations should develop the preventive maintenance program by assembling a complete inventory of all equipment and building systems, a five year history of failures, and the related repair costs. By ranking the list in order by cost and frequency, the department can prioritize the past failures and evaluate them to determine what could have been done to prevent or minimize the breakdowns. In addition, the director should include the maintenance guidelines recommended by suppliers in the schedule. The preventive maintenance schedule should incorporate routine inspections and scheduled maintenance and track the associated maintenance costs. Once the preventive maintenance program is implemented, the district should adequately fund its preventive maintenance budget to address the scheduled preventive maintenance activities.

This recommendation can be implemented with existing resources.

#### **WORK ORDER SYSTEM (REC. 16)**

The Maintenance Department lacks an automated work order system to help prioritize and track its work orders. As a result, work orders have not been used effectively to set accurate targets for completion, measure performance, and establish cost-control strategies. The director of Operations manually prioritizes the work orders, using his discretion to route work orders to maintenance staff.

There is no formal tracking of the quantity or backlog of work orders or supervisory inspection of completed work orders to ensure that work was properly and timely completed. The lack of an automated work order system forces staff and users to rely on manual processes that are

**EXHIBIT 3-7  
SAMPLE FACILITIES PREVENTIVE MAINTENANCE PROGRAM**

AREA	COMPONENT	INSPECTION & REPAIR (3-6 MONTH INTERVALS)	INSPECTION & REPAIR ANNUALLY	INSPECTION & REPAIR (2-5 YEAR INTERVALS)	INSPECTION & REPLACEMENT (7-10 YEAR INTERVALS)	INSPECTION & REPLACEMENT (12-15 YEARS)
Exterior	Roof		•	•		•
	Roof Drainage		•	•		
	Windows & Glass		•	•	•	
	Masonry		•	•		
	Foundations		•			•
	Joints & Sealants		•		•	
Equipment	Belts & Filters	•				
	Motors & Fans	•		•		•
	Pipes & Fittings	•			•	
	Ductwork		•		•	
	Electrical Controls		•		•	
	Heating Equip.	•			•	
	Air-conditioning Equip.	•			•	
Interior	Doors & Hardware		•			•
	Wall Finishes		•			•
	Floor Finishes		•		•	
Site	Parking & Walks		•	•		
	Drainage		•	•		
	Landscaping	•			•	
	Play Equipment		•		•	

SOURCE: Developed by the Review Team based on a composite of industry best practices.

inefficient, time consuming, and error prone. While a manual work order system is common for smaller districts, it is not an effective and efficient process.

The review team examined the file of work orders for school year 2010–11, observing that a majority of work orders with request and completion dates were noted as completed within 24 hours. However, the documentation was inconsistently signed and dated and sometimes omitted the completion date or status. The Maintenance Work Order form includes a section for hours used and parts used, but the cost is not tracked. Sometimes a copy of a request sent to the director of Operations is noted as “Done” without documentation of the date, signature, hours used, or parts used. **Exhibit 3-8** presents examples of the work order files reviewed which included request and completion dates.

A work order software program is an effective tool for managing the maintenance operation and the public’s investment in facilities. A software program provides a director with tools and reports to manage the flow of work and monitor staff performance. These tools and reports can contribute to a more efficient and effective maintenance program.

Work order software programs can be programmed to produce preventive maintenance work orders on a pre-set schedule. This feature helps to ensure that preventive maintenance work is completed on a timely basis, therefore minimizing deferred maintenance.

An automated work order system allows building users a convenient way to submit work order requests and track the progress of the requests. Software programs also provide management tools for supervisors and reporting features to

**EXHIBIT 3-8  
TISD WORK ORDER COMPLETION DATES AND TIME LAG  
SCHOOL YEAR 2010-11**

<b>REQUEST DATE</b>	<b>EMAIL OR MAINTENANCE WORK ORDER (MWO)</b>	<b>DESCRIPTION OF REQUEST</b>	<b>COMPLETION DATE OR STATUS DATE</b>	<b>TIME LAG - REQUEST VS. COMPLETION DATE</b>
1/24/2011	MWO	Lights out	1/24/2011	0 Day
2/07/2011	MWO	Stuck flush valve	2/7/2011	0 Day
2/07/2011	MWO	Graffiti on stall	2/7/2011	0 Day
2/09/2011	MWO	Sink valve	2/9/2011	0 Day
3/25/2011	MWO	Move flags to another room	3/25/2011	0 Day
4/20/2011	MWO	Check restrooms	4/20/2011	0 Day
4/20/2011	MWO	Check Ice Machine	4/20/2011	0 Day
1/04/2011	MWO	Lights out	1/5/2011	1 Day
1/04/2011	MWO	Lights out	1/5/2011	1 Day
1/05/2011	Email	Hole in Fence	1/6/2011	1 Day
1/24/2011	MWO	Deliver plastic box	1/25/2011	1 Day
1/24/2011	MWO	Men restroom	1/25/2011	1 Day
1/25/2011	Email	Heat and Air	1/26/2011	1 Day
1/25/2011	MWO	Electric Plug	1/26/2011	1 Day
2/02/2011	MWO	Replace ceiling tiles	2/3/2011	1 Day
2/08/2011	MWO	Hot water heater not working	2/9/2011	1 Day
2/09/2011	MWO	Hole in sheet rock	2/10/2011	1 Day
3/08/2011	MWO	Reinstall sign for women's restroom	3/10/2011	1 Day
3/23/2011	MWO	Toilet stopped up	3/24/2011	1 Day
3/22/2011	MWO	Toilet running over	3/23/2011	1 Day
4/18/2011	MWO	Prime soap pump	4/19/2011	1 Day
4/19/2011	MWO	Check door knob	4/20/2011	1 Day
4/19/2011	MWO	Faucet needs to be fixed	4/20/2011	1 Day
5/12/2011	MWO	Lights out	5/13/2011	1 Day
5/26/2011	MWO	Repair gate	5/27/2011	1 Day
2/15/2011	MWO	Lights out; Faculty bathroom	2/17/2011	2 Days
3/08/2011	MWO	Men's restroom sink is stopped up	3/10/2011	2 Days
3/23/2011	MWO	Replace plastic transition with metal	3/25/2011	2 Days
5/04/2011	MWO	Install new plugs for projector	5/6/2011	2 Days
5/16/2011	MWO	Remove doors & hinges after June 6	6/6/2011	21 Days
5/27/2011	MWO	Reinstall wheel on portable bleachers	5/30/2011	3 Days
2/16/2011	MWO	Water leak; Towel dispenser	2/21/2011	5 Days
3/07/2011	MWO	Hole in wall	3/14/2011	7 Days
5/16/2011	MWO	Lock gates	5/25/2011	9 Days
5/30/2011	MWO	Switch door	6/8/2011	9 Days

SOURCE: Work order files from the Director of Operations, October 2011.

help in measuring performance and maintaining accountability.

Automated systems provide the following capabilities:

- Establish targets for work order completion times and track success rates;
- Prioritize work orders objectively and efficiently;
- Monitor work order status;
- Track direct labor hours and material costs by school, work order, and staff;
- More effectively quantify the amount of travel time between district facilities;
- Easier access to historical maintenance records for each school; and
- Schedule and automatically generate timely work for preventive maintenance.

One of TISD's peer school districts, Hempstead ISD, has implemented an automated work order system. This system has the capability to generate work orders, schedule preventive maintenance, prioritize work order maintenance requests, monitor and adjust materials inventory, track labor and material costs, generate online reports, generate hard copy reports, perform cost analysis, establish inventory reorder levels, and is accessible via the Internet.

An automated work order system can process, prioritize, and analyze work order requests. The director of Operations should coordinate with the Technology staff to acquire a compatible work order system. The director of Technology should perform a cost/benefit analysis for an effective computerized maintenance management system. A fiscal impact cannot be estimated until the cost/benefit analysis is conducted to determine if the automated work order system can be developed in-house or should be purchased from an outside vendor.

#### **TRAINING (REC. 17)**

Training plans have not been developed for the Maintenance Department. A planned program of training enhances functional skills and knowledge. Cross-training can promote job fulfillment and provides backups when employees are absent. The district provided certificates for the director of Operation's completion of school emergency/safety training dated in 2005 and 2007, and asbestos, integrated pest management, and indoor air quality certificates dated July

2011. The maintenance and custodial staff do attend annual safety training. TISD provided a safety workshop sign-in sheet for the maintenance and custodial staff dated August 2011—covering topics such as hazardous materials; protective equipment; slips, trips, and falls; personal protective equipment; asbestos; and right to know under Occupational Safety and Health Administration (OSHA) standards. At the beginning of school year 2011–12, the Maintenance Department placed a safety tip brochure covering slips, falls, and tripping in employee pay envelopes and planned to insert safety information with other paychecks.

The district lacks individual training and professional development plans for maintenance staff. Documentation of training is not maintained for future reference and reviewed periodically to ensure that consistent and updated training is provided and to measure safety improvement practices. A lack of investment in training can result in on-the-job accidents, staff inefficiencies, and repeat work. Training ensures that maintenance personnel are knowledgeable in current maintenance and custodial procedures and methods. Typical areas of training include new employee training in the maintenance and use of the facilities; training current employees who have changed tasks or functions; training all employees regarding new regulatory requirements; and training all employees when new equipment or tools are purchased.

According to *The Planning Guide for Maintaining School Facilities*, the purpose of staff training is to:

- ensure that your staff stay safe (e.g., OSHA training);
- teach staff how to deal with changing needs (e.g., caring for newly installed floors);
- provide a stimulating experience to people who perform repetitive tasks (thereby improving staff morale and retention rates); and
- prepare staff for future promotions.

Managers must think creatively about how to provide high-quality training opportunities in the face of time and budget constraints. Proven methods include:

- sharing training costs with other organizations on a collaborative basis (e.g., training may be sponsored by several neighboring school districts or jointly by the school facilities department and the public works department in the same community);

- hiring expert staff or consultants to provide onsite supervision during which they actively help staff improve their skills while still on-the-job;
- developing training facilities such as a custodial training room in which equipment (e.g., vacuums) and techniques (e.g., mopping) can be demonstrated and practiced;
- offering tuition reimbursement programs which provide educational opportunities to staff who might not otherwise be motivated to improve their knowledge and skills; and
- building training into contracts so that vendors are obligated to provide training at either an onsite or offsite training center as a condition of the purchase of their products.

**Exhibit 3–9** through **Exhibit 3–11** shows the level of training hours provided by two of TISD’s peer districts. Peer districts are school districts similar to TISD that are used for comparison purposes.

**EXHIBIT 3–9  
PEER DISTRICT TRAINING HOURS  
SCHOOL YEAR 2010–11**

WORKER CLASSIFICATION	AVERAGE TRAINING HOURS PROVIDED 2010–11	
	Wharton ISD	Hempstead ISD
Maintenance	27 hours	0 hours
Grounds	4 hours	6 hours
Custodial	0 hours	6 hours

SOURCE: Review Team Peer District Survey, October 2011.

**Exhibit 3–9** and **Exhibit 3–10** show that peer districts also mainly provided safety related training to maintenance staff. **Exhibit 3–11** indicates that Hempstead ISD included sexual harassment and bullying courses in their training program, which TISD may consider for its training plan.

TISD should develop individual staff training plans for all maintenance staff. The director should conduct formalized training specific to all job operations and safety related to staff’s functions. Clear documentation of training should be referred to and reviewed periodically to ensure that consistent and updated training is provided and to measure safety improvement practices. It is also recommended that the director of Operations maintain documentation of all safety related training conducted and that these documents be stored at a designated location for easy access and reference for management and employees alike. Ongoing evaluation of training efforts, including all aspects of the experience, should be built into the program for educating employees about the facilities and grounds. It is encouraged that any training provided to the organization be videotaped for future reference and training opportunities.

The director of Operations should work with the director of Business and Human Resources to schedule and plan training and to reach out to vendors and suppliers who offer free training. The training cost would depend on the type of training selected.

**ENERGY MANAGEMENT (REC. 18)**

TISD does not have a comprehensive energy management program. Texas Education Code Section 44.902 states the following: LONG-RANGE ENERGY PLAN TO REDUCE CONSUMPTION OF ELECTRIC ENERGY. (a) The

**EXHIBIT 3–10  
PEER DISTRICT TRAINING: WHARTON ISD  
SCHOOL YEARS 2009–10 AND 2010–11**

WORKER CLASSIFICATION	TYPE OF TRAINING 2009–10	TYPE OF TRAINING 2010–11
<b>Maintenance</b>		
All staff	Safety meeting	Safety meeting
Asbestos team	Asbestos training 4 hrs	Asbestos training
Electrical	4 hours CEU*	4 hours CEU*
Pest control	4 hours CEU*	4 hours CEU*
CPR/First Aid	3 hours	3 hours
<b>Grounds</b>		
Weed control	4 hours CEU	4 hours CEU
Custodial	0 hours	0 hours

\*CEU = continuing education unit.

SOURCE: Review Team Peer District Survey, October 2011.

**EXHIBIT 3-11**  
**PEER DISTRICT TRAINING: HEMPSTEAD ISD**  
**SCHOOL YEARS 2009-10 AND 2010-11**

WORKER CLASSIFICATION	TYPE OF TRAINING 2009-10	TYPE OF TRAINING 2010-11
Maintenance	Safety	Safety
Grounds	Blood borne pathogens	Blood borne pathogens
Custodial	Sexual harassment	Sexual harassment
	Bullying	Bullying
	Pesticide	Pesticide

SOURCE: Review Team Peer District Survey, October 2011.

Board of Trustees of a school district shall establish a long-range energy plan to reduce the district's annual electric consumption by five percent beginning with the 2008 state fiscal year and consume electricity in subsequent fiscal years in accordance with the district's energy plan. In 2008 the district adopted an energy consumption reduction plan which identified potential action items for energy reduction that included the efficient use of HVAC systems, lighting, computers and other equipment as well as acquisition of energy efficient equipment and appliances as replacements when necessary. The director of Finance and Human Resources indicated that utility costs are monitored and variances in costs are investigated. The district only records expenses at a district level and not by campus level. The district's conservation practices include programmable thermostats in most areas and slightly reducing the temperature in the winter season and increasing it in the summer season.

**Exhibit 3-12** presents the electricity costs over the last five years and indicates that costs have fluctuated since school year 2006-07, with an increase in 2010-11.

**EXHIBIT 3-12**  
**TISD ENERGY COSTS**  
**SCHOOL YEARS 2006-07 TO 2010-11**

YEAR	ELECTRICITY COSTS
2006-07	\$210,076
2007-08	\$266,117
2008-09	\$255,734
2009-10	\$202,179
2010-11	\$216,750

SOURCE: TISD Director of Business and Human Resources, October 2011.

The Texas State Energy Conservation Office (SECO) provides several programs and resources that school districts can use to develop an energy management program and formal policy to promote energy usage awareness throughout the district. SECO's Schools/Local Government Energy Program assists schools to set up and maintain effective energy-efficiency programs. SECO provides facility preliminary energy assessments, energy management training workshops, technical support in designing new facilities and onsite training for student energy awareness projects.

SECO provides Texas school districts with the Energy Education Curriculum Program at no cost to the school district. The Energy Education Curriculum program promotes energy conservation and efficiency through education. SECO's Energy Education Curriculum Program's goal is to increase Texas teachers' awareness of alternative energy in their communities and to improve their understanding of the nature and extent of energy and its resources, energy conservation and efficiency, the economic and environmental effects of energy use, and alternative energy technologies. SECO also recommends best practice elements for an energy management program that include a mission statement, on-going monitoring and distribution of facility-specific energy bills, documents reasonable achievable savings targets for annual energy consumption/costs, and documents energy related tasks for custodial, maintenance, and administrative staff.

Ysleta Independent School District (YISD) implemented a comprehensive district energy and resource management program. YISD's district energy and resource management program includes a clear policy to conserve energy and natural resources while exercising sound financial management. The policy includes general guiding statements and specific energy conservation and building and resource management guidelines. The conservation efforts focus on reduction of usage with and without additional capital investment. YISD's conservation efforts included peak load-shedding to lower electrical costs, installation of waterless urinals and xeriscaping to receive water conservation rebates, lighting retrofits focused on the largest consumer areas first, and implementation of a consolidated 4-10 work schedule for the summer.

TISD's Maintenance Department should review the energy management program to determine any areas for possible improvement. In order to have an effective energy management program, the entire school district must be aware and involved, including students. For example, energy

conservation training programs could be conducted for campus staff and students. The Maintenance Department could educate the district on energy saving techniques and establish an energy conscious environment to promote the energy management program.

The district can also contact SECO regarding the free Energy Education Curriculum Program for onsite technical assistance if needed.

This recommendation can be implemented with existing resources.

**STAFF ALLOCATION (REC. 19)**

TISD does not use a staffing allocation model at a facility level to ensure that custodial staffing levels are appropriate for each campus. TISD’s budget planning documents include a comparison of industry recommended staffing guidelines to current staffing for custodians based on total district square feet instead of by square feet per facility. In light of recent budget trends and staff reductions, the district modified the schedule to every other day cleaning except for areas that represent potential health risks such as sinks, restrooms, nursing, and food service areas. TISD also revised work schedules with generally one (day) custodian per campus and adjusted the work roles of two custodians to part-time custodial and part-time grounds maintenance.

As a result, TISD currently has 9.5 custodial positions. In 2002, the Association of Higher Education Facilities Officers (APPA) published findings to establish custodial staffing guidelines for educational facilities. Based on the guidelines published by APPA, custodians should clean approximately 21,000 square feet per day to establish a school at “Level 2”, the APPA standard for “Ordinary Tidiness.” A building cleaned at “Level 2” is considered acceptable for classroom and school space. Another standard published in the American School and University (AS&U) Maintenance & Operations Cost Study (April 2009) has that figure at 32,100 square feet per custodian. Taking the average of these two recommended levels produces a result of 26,550 square feet per custodian.

**Exhibit 3–13** shows the district’s custodial allocation for its daily cleanable square feet as compared to an average of these industry standards.

TISD is in line with the custodial industry standards, although there may be more custodians than the standard at the elementary campus and less than the standard at the intermediate campus.

**EXHIBIT 3–13  
TISD ACTUAL CUSTODIAL STAFF ALLOCATION STUDY  
COMPARED TO INDUSTRY STANDARD**

FACILITY	GROSS SQUARE FEET (GSF)	ACTUAL CUSTODIAL POSITIONS	INDUSTRY STANDARD
Elementary School	62,001	3.5	2.5
Intermediate/DAEP/Administration Building	52,430	1.5	2
Middle School/High School	111,397	4.5	4.5
<b>TOTAL</b>	<b>225,828</b>	<b>9.5</b>	<b>9</b>

NOTE: The number of custodial positions reflects adjustments made after the outsourced grounds operations contract was terminated.  
SOURCE: TISD Director of Business and Human Resources and Director of Operations, October 2011.

In regard to maintenance staffing, the review team compared maintenance staffing levels to selected peer districts (**Exhibit 3–14**). Peer districts are school districts similar to TISD that are used for comparison purposes.

TISD’s staffing size appears comparable to peers Hempstead and Corrigan–Camden ISD. However, there is disparity with Wharton ISD partially due to the level of certified staff, who perform more of the major projects and have additional building and grounds areas that they maintain, according to the director of Auxiliary Service.

The director of Operations should monitor staffing allocations annually to ensure that district maintenance and custodial expectations are being met within appropriate staffing guidelines. The director of Operations should also continue to review the staffing allocation by facility to ensure the most efficient use of staff and resources.

This recommendation can be implemented with existing resources.

**EXHIBIT 3-14**  
**MAINTENANCE STAFFING COMPARISONS FOR TISD AND PEER DISTRICTS**  
**SCHOOL YEAR 2010-11**

VARIABLE	TRINITY ISD	HEMPSTEAD ISD	CORRIGAN-CAMDEN ISD	WHARTON ISD
Total Number of Schools	4	4	4	4
Director/Management	1	1	1	2
Administrative and Clerical	1		1	1
General Maintenance/Craftsmen	2	1	5	4
Painters	*	*	*	1
Carpenters and Helpers	*	*	*	-
Plumbers	*	*	*	1
HVAC Technicians	*	2	*	3
Locksmith	*	*	*	1
Electricians	*	*	*	2
Grounds	<b>Out-sourced</b>	3		3
Mechanics				
Energy Management				1
Other				
Total Facilities-Related Positions	4	7	7	19
<b>Ratio of Maintenance Staff to Schools</b>	<b>1.0</b>	<b>1.75</b>	<b>1.75</b>	<b>4.75**</b>

\*Function performed by maintenance staff (minor jobs) or contractors (major work).

\*\*Staff includes certified electrician, HVAC, chemical applicators, etc. who perform major projects; 750 acres of ground to tend; and a former campus was transferred to the Special Education Office.

NOTE: Data for Crockett ISD was not available.

SOURCE: TISD Director of Operations and Peer District Survey.

**FISCAL IMPACT**

Some of the recommendations provided in this report are based on state or federal laws, rules or regulations, and should be promptly addressed. Other recommendations are based on comparisons to state or industry standards, or accepted best practices, and should be reviewed to determine the level of priority, appropriate timeline, and method of implementation.

<b>RECOMMENDATION</b>	<b>2012-13</b>	<b>2013-14</b>	<b>2014-15</b>	<b>2015-16</b>	<b>2016-17</b>	<b>TOTAL 5-YEAR (COSTS) OR SAVINGS</b>	<b>ONE TIME (COSTS) OR SAVINGS</b>
12. Develop a long-range facilities master plan.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
13. Implement a formal facilities condition assessment program.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
14. Develop a maintenance and custodial policies and procedures manual.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
15. Develop, document, and implement a preventive maintenance program for the district's facilities.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
16. Coordinate with the Technology staff to acquire a compatible work order system.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
17. Develop individual staff training plans for all maintenance staff.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
18. Review the energy management program to determine any areas for possible improvement.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
19. Monitor staffing allocations annually to ensure that district maintenance and custodial expectations are being met within appropriate staffing guidelines.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>TOTALS</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>

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# **CHAPTER 4**

## **BUSINESS SERVICES**

**TRINITY INDEPENDENT SCHOOL DISTRICT**

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## CHAPTER 4. BUSINESS SERVICES

Texas school districts must find ways to do more with less. To thrive in this environment of ever increasing expectations, school districts must find innovative, creative ways to leverage available resources while maximizing learning opportunities for students. All districts must cut costs, operate more efficiently, and streamline operations. Sound financial management and asset risk management techniques provide some of the tools school districts need to meet make these tough financial choices.

Effective financial management ensures that school districts receive and manage all available revenue, make sound financial decisions, operate within carefully crafted budgets, issue timely, accurate, and relevant reports on the district's financial position, maintain sound internal controls, employ skilled, well-trained staff, and receive favorable audit opinions. Successful financial management involves the following activities:

- designing organizational structures and hiring qualified employees to ensure that financial transactions are properly captured, categorized, recorded, and reported;
- developing budgets to monitor spending, control costs, and establish accountability;
- employing manual, and automated systems and controls to ensure that vendors and employees are paid accurately and timely, and to ensure that financial transactions are properly recorded; and
- accounting for funds in accordance with applicable laws, rules, and regulations.

A school district's financial operations include revenue management, payroll, accounts payable, accounts receivable, activity funds, budgeting, general accounting, and internal/external auditing. These are critical functions because goods and services must be acquired, paid for, and recorded if the district is to accomplish its core task of educating children. Vendors and employees expect to be paid on time and for the correct amount. Moreover, a variety of legal requirements must be met, such as compliance with the Texas Education Agency's (TEA) Financial Accountability System Resource Guide (FASRG), internal policies and procedures, Generally

Accepted Accounting Principles (GAAP), and Governmental Accounting Standards Board (GASB) guidelines.

Asset and risk management provides school districts with the means to track, manage, and protect assets. An effective asset and risk management program uses efficient banking structures to manage cash and liquidity, employs a variety of cash management techniques, maximizes investment earnings, ensures the health and well being of district employees, reduces the risk of loss from unforeseen catastrophic events, and safeguards fixed assets.

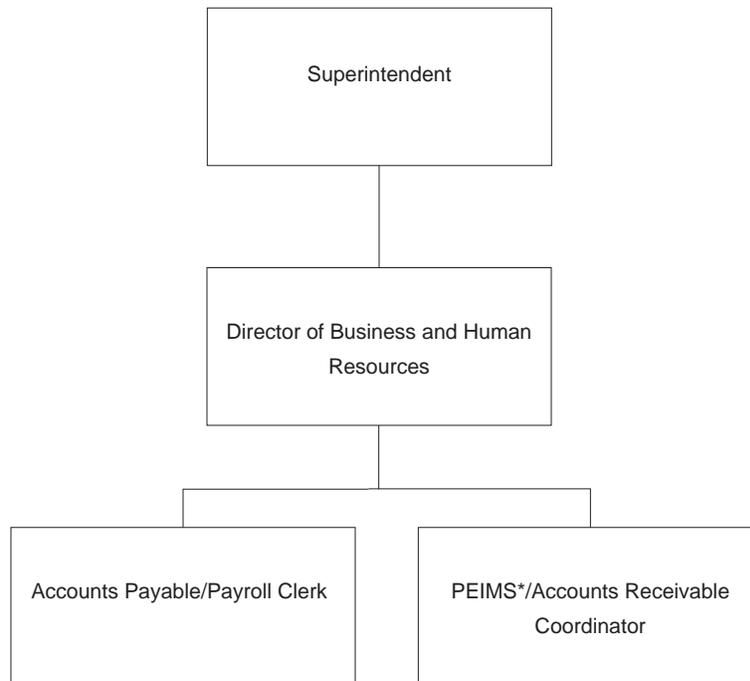
A delicate balance exists between the objectives of asset and risk management, and cost control. Effective asset and risk managers understand that while it is important to maximize investment earnings, it is equally important to preserve invested principal. While it is important to protect against liability claims and property/casualty losses, cost control demands that districts absorb some risks and costs by paying higher deductibles. Finally, fixed assets must be tracked, monitored, and safeguarded; however, since it is not practical or cost effective to track every single asset, districts must establish a dollar-value threshold for recording, tracking, and inventorying such assets.

Trinity Independent School District's (TISD) financial and asset and risk management functions are executed through the Business and Human Resources Office (Business Office), which is composed of the director of Business and Human Resources, and two staff. The director coordinates budget activities for the district, estimates and monitors state funding, and oversees the Business Office. **Exhibit 4-1** presents TISD's Business Office organization.

TISD's adopted combined General, Debt Service, and Food Service Fund adopted budget for fiscal year 2012 was \$9.78 million. This amount represents a less than one percent decrease from fiscal year 2011 combined budget of \$9.82 million. In the fiscal year 2012 budget, 53 percent of expenditures are allocated for instruction compared to 49 percent in the fiscal year 2011 budget.

Budgeted revenues for fiscal year 2011-12 consist of \$6,561,893, or 67.1 percent from state sources and \$3,216,656, or 32.9 percent from local sources. The district's fiscal year 2011-12 total tax rate is \$1.144 composed of

**EXHIBIT 4-1  
TISD'S BUSINESS OFFICE ORGANIZATION  
2011-12**



\*PEIMS=Public Education Information Management System.  
SOURCE: TISD Business Office, October 2011.

\$1.04 for maintenance and operations and \$0.104 for debt service (interest and sinking). As of September 30, 2011, 89 percent, or \$2.79 million of the district's \$3.12 million adjusted levy had been collected. Total accumulated delinquent taxes as of that date totaled \$2.47 million.

During fiscal year 2010, TISD's revenues and expenses on a government-wide basis were \$12.5 million and \$12.2 million, respectively. These figures represent an increase of three percent over fiscal year 2009 revenues, and an increase of eight percent over fiscal year 2009 expenses. Fiscal year 2010 net assets of \$9.8 million increased three percent from fiscal year 2009 net assets of \$9.6 million. **Exhibit 4-2** provides an overview of the district's change in net assets on a government-wide basis for fiscal years 2009 and 2010.

**ACCOMPLISHMENTS**

- The district's banking structure is efficient and cost effective.
- TISD saved money by changing its workers' compensation carrier.
- TISD took decisive action to prepare for budget shortfalls by balancing its budget without using its fund balance, and by identifying cuts that had minimal impact in the classroom.
- TISD implemented several initiatives to encourage its employees to use direct deposit.

**EXHIBIT 4-2**  
**TRINITY ISD**  
**CHANGES IN NET ASSETS**  
**FISCAL YEARS 2009 AND 2010**

CHANGES IN NET ASSETS	GOVERNMENT ACTIVITIES		TOTAL DOLLAR CHANGE
	2010	2009	2010-2009
<b>REVENUES</b>			
<b>Program revenues</b>			
Charges for Services	\$76,653	\$154,343	(\$77,690)
Operating grants and contributions	2,796,695	2,619,732	176,963
<b>General revenues:</b>			
Maintenance and operations taxes	2,510,808	2,453,689	57,119
Debt service – taxes	257,010	257,587	(577)
Grants & contributions not restricted	6,477,778	6,494,635	(16,857)
Investment earnings	8,821	27,283	(18,462)
Miscellaneous	327,100	45,908	281,192
<b>TOTAL REVENUE</b>	<b>\$12,454,865</b>	<b>\$12,053,177</b>	<b>\$401,688</b>
<b>Expenses</b>			
Instruction	\$6,850,602	\$6,109,092	\$741,510
Instructional resources & media services	313,147	156,244	156,903
Curriculum and staff development	74,898	77,393	(2,495)
Instructional leadership	71,432	69,107	2,325
School leadership	639,119	638,119	1,000
Guidance, counseling & evaluation services	288,319	278,358	9,961
Social work/health services	117,025	9,000	108,025
Health Services	-	47,153	(47,153)
Student transportation	576,041	451,542	124,499
Food services	750,377	833,598	(83,221)
Co-curricular/extracurricular activities	617,309	475,783	141,526
General administration	359,506	306,076	53,430
Plant maintenance and operations	965,619	1,280,595	(314,976)
Security and monitoring	14,509	17,715	(3,206)
Data processing services	176,243	138,191	38,052
Debt services-interest on long-term debt	216,942	224,606	(7,664)
Other intergovernmental charges	173,083	180,987	(7,904)
<b>TOTAL EXPENSES</b>	<b>\$12,204,171</b>	<b>\$11,293,559</b>	<b>\$910,612</b>
<b>Change in Net Assets</b>	<b>\$250,694</b>	<b>\$759,618</b>	<b>(\$508,924)</b>
Beginning net assets	\$9,601,506	\$8,841,888	\$759,618
<b>Ending Net Assets</b>	<b>\$9,852,200</b>	<b>\$9,601,506</b>	<b>\$250,694</b>

SOURCE: TISD Fiscal Year 2010 Audited Financial Statements, October 2011.

## FINDINGS

- TISD’s internal control structure is undermined by close family ties within the Business Office, and insufficient segregation of incompatible duties.
- The district’s lack of aggressive, innovative approaches to tax collections, as well as slow paying property owners, has led to an accumulated high delinquent property tax receivable balance.
- TISD’s bank account reconciliation process is not conducted appropriately.
- TISD does not publish a user-friendly budget document.
- TISD does not encourage site-based budgeting.
- TISD does not have documented procedures for critical accounting functions and processes, such as cash handling, accounts payable, payroll, and purchasing.
- TISD does not effectively communicate compensatory overtime balances and compensation to eligible employees.
- TISD’s three-way match for processing vendor invoices for payment is manually intensive and inefficient.
- TISD does not have a comprehensive districtwide safety training program designed to minimize workers’ compensation claims for employees.
- TISD conducts an inventory of its technology assets using inefficient, error prone manual procedures.

## RECOMMENDATIONS

- **Recommendation 20: Strengthen internal controls within the Business Office by adopting and enforcing a local nepotism policy, establishing segregation of duties, and eliminating incompatible functions.**
- **Recommendation 21: Implement more aggressive strategies to improve the collection of delinquent taxes.**
- **Recommendation 22: Determine the reason for the unreconciled difference on the operating account, and perform a “true” and timely reconciliation of all bank accounts every month.**

- **Recommendation 23: Improve presentation of the budget document by providing information about the budget development process and how the budget supports the district’s strategic objectives.**
- **Recommendation 24: Provide both access and training to allow budget managers to enter their own budgets into the budget system and make their own budget transfers.**
- **Recommendation 25: Develop written procedures for critical business and accounting processes and activities.**
- **Recommendation 26: Communicate compensatory overtime information to employees more effectively.**
- **Recommendation 27: Maximize the receiver function within the TxEIS financial accounting system to evidence receipt of goods and services, and to eliminate paper intensive, inefficient procedures for providing evidence of receipt.**
- **Recommendation 28: Seek the assistance of the Texas Association of School Boards (TASB) to develop a districtwide safety training program designed to promote safety awareness throughout the district.**
- **Recommendation 29: Use bar coding technology to automate the physical inventory of its technology assets.**

## DETAILED ACCOMPLISHMENTS

### BANK ACCOUNTS

The district’s banking structure is efficient and cost effective. During fiscal year 2011, TISD operated with 10 bank accounts. At the beginning of fiscal year 2012, the district eliminated seven bank accounts and now operates with only three. Although the elimination of the bank accounts did not save money, fewer accounts results in a more efficient process. Business Office staff will spend less time managing and reconciling bank accounts.

Four of the eliminated accounts were student activity funds, one for each school. Activity funds are funds collected from various school-approved money-raising activities. Centralizing activity funds saves administrative effort because individual school activity funds do not have to be reconciled. These funds will now be accounted for in the operating

account. Recorded accountability for these activity funds will be maintained through the general ledger. When school clubs need money from their activity fund, they complete a purchase requisition through the financial system and payment is made through the operating account.

Each school will still be able to obtain a report of how much cash they have available; however, their funds will not be maintained in a separate bank account designated with their school name. **Exhibit 4-3** provides an overview of the district's banking structure for fiscal years 2011 and 2012.

#### **WORKERS' COMPENSATION CARRIER**

TISD saved money by changing its workers' compensation carrier. Claims Administrative Services, Inc. (CAS) was the district's third-party administrator (TPA) for 10 years. During fiscal year 2011, the district issued a request for proposal (RFP) for workers' compensation claims administration services. Now the district is receiving these services from the Texas Association of School Boards (TASB) Risk Management Fund.

The district uses an Internal Service Fund to account for workers' compensation revenues and costs. Internal Service Funds account for services provided on a cost reimbursement basis. In this case, the district transfers funds into the Internal Service Fund to pay the cost of workers' compensation claims

plus an administrative fee to the claims administrator. The premium pays for workers' compensation claims administration services, which include claims management, return to work programs, safety consulting and training, and claims reporting.

Between fiscal years 2008 and 2011, the amount paid to the district's third party administrator for workers' compensation administration services increased 28 percent from \$13,952 in fiscal year 2008 to \$17,818 in fiscal year 2011. For fiscal year 2012, the former third party administrator provided a reduced quote for these services; however, TASB quoted an even lower amount. In addition, out of pocket costs under TASB's program would be approximately \$28,000 lower than under the former TPA. This amount is the maximum the district would have to pay for workers' compensation claims. This cap, also known as the stop gap amount, protects the district from the cost of catastrophic claims. The district was also able to eliminate its workers' compensation bank account because TASB will make payments from their account using funds that the district provides.

#### **EXHIBIT 4-3 TISD BANKING STRUCTURE**

DESCRIPTION	ACCOUNTY TYPE	PURPOSE	BALANCE AUGUST 31, 2011	FISCAL YEAR 2012 STATUS
First National	Bank Account	Maintenance and Operations	\$1,247,702	Open
LoneStar	Investment	Maintenance and Operations	\$1,235,926	Open
Texpool	Investment	Interest & Sinking	\$335,476	Open
Texpool	Investment	Maintenance and Operations	\$211,967	Open
Finance	Bank Account	Clear operating checks	\$166,282	Open
First National	Bank Account	Interest & Sinking	\$62,002	Open
High School	Bank Account	Activity Funds	\$33,395	Closed
Elementary School	Bank Account	Activity Funds	\$26,175	Closed
Payroll	Bank Account	Clear payroll checks	\$14,985	Closed
Middle School	Bank Account	Activity Funds	\$3,685	Closed
Workers' Comp.	Bank Account	Pay Claims	\$2,444	Closed
Intermediate School	Bank Account	Activity Funds	\$1,662	Closed
Old Red Foundation	Bank Account	Donated Funds to repair and renovate the Old Red School building	\$970	Closed
<b>TOTAL</b>			<b>\$3,342,671</b>	

SOURCE: TISD, 8/31/2011 Bank Reconciliations, October 2011.

**Exhibit 4–4** displays a four-year summary of workers’ compensation premiums paid to the former third-party administrator. **Exhibit 4–5** presents a comparison of TASB’s and the former TPA’s workers’ compensation quotes for fiscal year 2012.

**EXHIBIT 4–4  
TISD FORMER THIRD-PARTY ADMINISTRATOR PREMIUM PAYMENTS  
FISCAL YEARS 2008 TO 2011**

FISCAL YEAR	AMOUNT
2011	\$17,818
2010	\$17,097
2009	\$15,435
2008	\$13,952

**PERCENT INCREASE 2008 to 2011 = 28%**

SOURCE: TISD, Claims Administrative Services Premium Invoices, October 2011.

**EXHIBIT 4–5  
TISD COMPARISON OF INSURANCE PROVIDER QUOTES**

SERVICE PROVIDER	ADMINISTRATIVE FEES	MAXIMUM OUT-OF-POCKET COSTS
TASB*	\$4,568	\$33,306
CAS** (Former TPA***)	\$11,561	\$60,878
<b>TOTAL SAVINGS</b>	<b>\$6,993</b>	<b>\$27,572</b>

\*TASB=Texas Association of School Boards;  
\*\*CAS=Claims Administrative Services; and  
\*\*\*TPA=Third-Party Administrator  
SOURCE: TISD Business Office, October 2011.

**BUDGET INITIATIVES**

TISD took decisive action to prepare for budget shortfalls by balancing its budget without using its fund balance, and by identifying cuts that had minimal impact in the classroom. The district’s initiatives were designed to lessen the impact in the classroom as a first priority.

The district began the budget development process a few months earlier than normal to allow more time for budget deliberations. It developed best and worst case scenarios and implemented various budget cutting initiatives to address anticipated shortfalls in funding. The district was able to balance its budget without using its fund balance and by making cuts that had minimal impact in the classroom.

Steps taken to balance the budget included staff reductions through attrition, use of industry benchmarks to “right size” auxiliary staffing levels, adjustments in thermostat settings to reduce utility costs, reductions in supply costs, reduction in transportation routes and changes in transportation salary structure from route to hourly basis, nonrenewal and reductions in various employment contracts, and restructuring and/or elimination of professional services contracts including maintenance and grounds contracts, both of which were brought back in-house. The grounds contract will expire December 2011 and will not be renewed. In fact, TISD’s coaches now maintain the athletic fields.

The impact of these budget reductions was reduced somewhat because the general fund absorbed approximately \$465,000 of certain costs previously paid under grant funds. In addition, budget cuts were offset in part by annual payroll increases of approximately \$215,000. **Exhibit 4–6** compares the district’s fiscal years 2011 and 2012 budgets.

**EXHIBIT 4–6  
TISD BUDGET COMPARISON  
FISCAL YEARS 2011 TO 2012**

CATEGORY	FISCAL YEAR 2011	FISCAL YEAR 2012	DIFFERENCE
Payroll	\$6,857,413	\$6,872,126	\$14,713
Contracted Services	\$1,250,236	\$1,235,565	(\$14,671)
Supplies & Materials	\$1,010,135	\$954,984	(\$55,151)
Other Operating Expenses	\$180,627	\$193,048	\$12,421
Debt Service	\$394,955	\$397,680	\$2,725
Capital Outlay	\$87,500	\$125,146	\$37,646
Other Uses	\$43,934	\$0	(\$43,934)
<b>TOTAL</b>	<b>\$9,824,800</b>	<b>\$9,778,549</b>	<b>(\$46,251)</b>

SOURCE: TISD, Budget Reports Fiscal Years 2011 and 2012.

**DIRECT DEPOSIT**

TISD implemented several initiatives to encourage its employees to use direct deposit. As a result, 88 percent of the district’s employees have their pay direct deposited to their bank account.

Direct deposit is a win-win for the district and its employees because it streamlines payroll processing for the district and makes banking more convenient for the employee. It is desirable over manual pay checks because it is a more efficient and cost effective means of remitting payroll funds to employees. Although many employees may not understand the benefits of direct deposit or trust the process, employees benefit in the following ways by having their paychecks direct deposited:

- saves time;
- eliminates trips to the bank;
- pay is deposited even while the employee is out of town or on leave;
- safety as it eliminates lost, stolen, or forged paychecks; and
- eliminates potential for paycheck fraud.

The district offered incentives such as reduced bank fees, contributions to campus activity funds, and cash incentives for recruiting people to sign up for direct deposit. In addition, direct deposit is now mandatory for all new employees.

When compared to its peer districts, TISD has the highest percentage of participation in direct deposit. **Exhibit 4–7** compares TISD’s direct deposit participation rate to its peers.

**EXHIBIT 4–7  
TISD AND PEER DISTRICTS DIRECT DEPOSIT PERCENTAGE**

DISTRICT	DIRECT DEPOSIT PERCENTAGE
Trinity ISD	88%
Hempstead ISD	70%
Corrigan–Camden ISD	80%
Wharton ISD	73%

NOTE: Data for Crockett ISD was not available.  
SOURCE: TISD and Peer District Survey Results, October 2011.

**DETAILED FINDINGS**

**INTERNAL CONTROLS (REC. 20)**

TISD’s internal control structure is undermined by close family ties within the Business Office, and insufficient segregation of incompatible duties. The director of Business and Human Resources supervises the accounts payable/payroll clerk who is his mother. The accounts payable/payroll clerk is a former 22-year employee of the district who retired during fiscal year 2011 but was rehired through a contract between the district and a private company in which the accounts payable/payroll clerk is a shareholder.

This situation weakens the control environment and creates the potential for nepotism, which is the practice of showing favoritism toward one’s family members or friends in a business environment. This relationship also undermines the control structure because critical business and accounting functions are performed almost exclusively by these individuals and not adequately segregated.

Principles of internal controls preclude an individual from being in a supervisory position over someone with whom they have a significant personal or familial relationship. This prohibition is particularly important if the person in the position of authority has the ability to influence the other person’s wages, promotion, work assignments, or benefits and conditions related to their employment. Internal control principles also discourage allowing one individual to control all aspects of a business or accounting process. This is known as segregation of duties.

The risks created by the relationship in the Business Office is exacerbated by the fact that the director of Business and Human Resources and the accounts payable/payroll clerk, who is no longer a district employee, have total control over the district’s business affairs. Together they have total knowledge of, control over, and access to critical district information and business processes. They both can change the payroll and vendor master files, and both have access to the check stock and electronic signature access codes. Moreover, the accounts payable/payroll clerk maintains personnel files while the director of Business and Human Resources approves purchase orders and vendor payments, makes accounting entries, uploads and manages the budget, reconciles bank accounts, enters new employees and vendors into the system, monitors contracts, has access to pay rates, including his own, and performs other incompatible duties with limited to no oversight.

The review team examined 20 purchase orders totaling \$222,958 for fiscal years 2010–11 and 2011–12 to date (October). Of the 20 purchase orders, six (30 percent) were paid without a signature on the receiving document. Additionally, two of the six (33 percent) were paid for more than the receipts provided to support the expenditure. These high percentages underscore weaknesses in TISD’s procure-to-pay process. Any weaknesses in TISD’s internal controls are exacerbated by the relationship between the director of Business and Human Resources and the accounts payable/payroll clerk.

The relationship between the director of Business and Human Resources and the accounts payable/payroll clerk, their level of access and control to critical business functions, and a lack of segregation of duties creates an environment in which misconduct could occur and go undetected. At best, this situation creates negative perceptions of what could go wrong—at worst, the potential for impropriety.

TISD board policy DBE (LEGAL), Employment Requirements and Restrictions Nepotism, discusses nepotism as it applies to board members and the superintendent. It does not discuss nepotism among other positions of authority within the district. Many organizations adopt nepotism policies that prohibit situations where an employee supervises someone to whom they are related or have a significant personal relationship. **Exhibit 4–8** presents the nepotism policy of the Waukesha school district in Waukesha, Wisconsin.

Segregation of duties is difficult to achieve in small districts. However, it is possible to attain greater accountability through ingenuity and more oversight.

In 1992, the Committee of Sponsoring Organizations of the Treadway Commission (COSO) issued Internal Control – Integrated Framework (Framework) to help businesses and other entities assess and enhance their internal control systems. In June 2006, COSO issued internal control guidance for smaller entities. The following are excerpts from the executive summary of their 2006 report:

*“Resource constraints may limit the number of employees, sometimes resulting in concerns regarding segregation of duties. There are, however, actions management can take in order to compensate for potential inadequacy. These include managers reviewing system reports of detailed transactions; selecting transactions for review of supporting documents; overseeing periodic counts of physical inventory, equipment or other assets and comparing them with accounting records; and reviewing reconciliations of account balances or performing them independently. In many small companies managers already are performing these and other procedures....By focusing on monitoring activities already in place or that might be added with little additional effort, management can identify significant changes to the financial reporting system..., thereby gaining insight into where to target more detailed testing...”*

#### **EXHIBIT 4–8 NEPOTISM POLICY-WAUKESHA SCHOOL DISTRICT, WAUKESHA, WISCONSIN**

The School District of Waukesha prohibits nepotism and considers it a major conflict of interest in the work place. For the purposes of this policy, nepotism is defined as any employee or board member who engages in the giving or showing of favoritism, giving preferential treatment or the appearance of improper influence to a person or persons such as relatives or close friends without merit.

Relatives or close friends under this policy include the following relationships: the employee’s spouse or ex spouse, domestic partner, child, domestic partner’s children, mother, father, brother, sister, step-family, aunt, uncle, mother-in-law, father-in-law, daughter-in-law, son-in-law, brother-in-law, sister-in-law, grandparents and grandchildren of the employee spouse or member of the employee’s household, other than roommates. Nepotism and conflict of interest exists where an individual has authority (or practical power) in any of the following circumstances: hiring, recommending someone for employment, promoting, assignments, assigning tasks or work, purchasing from or recommending purchasing from, removing or disciplining, auditing, performance evaluating, or awarding quotes or bids.

This policy is not intended to discourage otherwise qualified individuals who are friends or relatives from working in the district as long as there is no conflict of interest. Employees who marry or become members of the same household may continue employment as long as there is not a direct or indirect supervisor/subordinate relationship, or an actual, appearance of, or perception of a conflict of interest.

This anti-nepotism provision shall be subject to all anti-discrimination requirements applicable to an individual or the district. Employees witnessing nepotism or conflicts of interest under this policy shall report such activity to the appropriate assistant superintendent, superintendent or school board president. No employee may be subject to reprimand or disciplinary action for good faith reports under this policy.

Source: Waukesha School District Website: <http://www.waukesha.k12.wi.us/portals/0/userfiles/lcumming/4105.pdf> , October 2011.

Webb Consolidated Independent School District (WCISD) provides an example of monitoring as a compensating internal control in small school districts. WCISD was having difficulty maintaining a strong system of internal controls with a limited number of personnel. To address the issue, the district used increased monitoring as a compensating control. Each month, the superintendent provides monthly expenditures to the Board of Trustees (board) for review and approval. After the board approves the expenditures, the district signs the related checks using a check-signing machine and signature plate controlled by the board. WCISD's approach demonstrates that strong internal controls can be achieved in smaller districts with greater oversight.

TISD should strengthen its internal controls within the Business Office by adopting and enforcing a local nepotism policy, establishing segregation of duties, and eliminating incompatible functions. There are three positions in the Business Office among which duties could be divided. In addition, the superintendent should provide more supervision and the board greater oversight over business affairs. One way to accomplish this goal is to adopt the procedure used by WCISD where the board reviews and approves monthly expenditures and controls the electronic signature access code. This recommendation would require a change in the timing of vendor payments, but it would strengthen the control environment and provide greater oversight of district expenditures. This recommendation can be implemented with existing resources.

#### **DELINQUENT TAXES RECEIVABLE (REC. 21)**

The district's lack of aggressive, innovative approaches to tax collection, as well as slow paying property owners, has led to an accumulated high delinquent property tax receivable balance. TISD has accumulated a high delinquent property tax receivable balance over the years. As of September 30, 2011, TISD's delinquent property tax balance was \$2,470,388. Of this total, 69 percent accumulated prior to fiscal year 2008. Uncollected property taxes represent potentially lost revenue and cash flow to the district.

As shown in **Exhibit 4-9**, TISD has the highest delinquent taxes receivable balance in comparison to its peer districts. The delinquent balance is expressed as a percentage of the fiscal year 2010 tax levy. TISD's delinquent tax balance is 98 percent of the fiscal year 2010 levy compared to 19 percent for the closest peer. TISD's delinquent tax balance is equal to almost one year's tax levy.

#### **EXHIBIT 4-9 TISD AND PEER DISTRICTS DELINQUENT TAXES**

DISTRICT	DELINQUENT TAXES AS OF AUGUST 31, 2010	FISCAL YEAR 2010 TAX LEVY	PERCENTAGE
Trinity ISD	\$2,763,147	\$2,815,130	98%
Hempstead ISD	\$1,088,952	\$5,799,714	19%
Crockett ISD	\$800,557	\$4,981,753	16%
Corrigan-Camden ISD	\$394,589	\$3,031,031	13%
Wharton ISD	\$812,759	\$10,640,588	8%

SOURCE: Fiscal Year 2010 Audited Financial Statements, TISD and Peer Districts, October 2011.

TISD has an interlocal agreement with the Trinity/Groveton Consolidated Tax Office for the collection of real property taxes. In Texas, property taxes are levied on October 1st on the assessed value listed as of the prior January 1st for all real and business personal property. Taxes are due on receipt of the tax bill and are delinquent if not paid before February 1st of the year following the year in which they are levied. On January 1st of each year, a tax lien attaches to property to secure the payment of all taxes, penalties, and interest ultimately imposed.

To collect delinquent taxes, school districts, or the tax office with whom they contract to collect taxes, hire attorneys who mail letters to delinquent taxpayers in an effort to collect. Attorneys also file delinquent tax suits, judgments, bankruptcy claim filings, as well as pursue tax sales and claims in bankruptcy court. Some of the district's own efforts to collect delinquent property taxes include the following:

- Telephone collection calls;
- Address research to update "bad address" mail;
- Working to eliminate "problem accounts" where there is no clear title or the taxes are uncollectible;
- Targeting longer term delinquencies – for example, abandoned lake lots; and
- Tax sales posted on attorney's website to increase distribution of sale notices.

United ISD (UISD) has increased the amount of taxes it collects. The district's delinquent taxes were high. The superintendent requested that the school board pass a local

school policy to publish in the newspaper the names of anyone who owes \$1,000 or more in accumulated taxes. The advertisement was to be published during the month of October. For anyone owing more than \$500 or more and/or three years of delinquent taxes, whichever comes first, a lawsuit was filed. The policy has allowed the district to clear up titles and receive current information.

Zapata County ISD (ZCISD) monitors tax collection and has a consistently high delinquent tax collection rate. The district contracts with a law firm for the collection of delinquent taxes. The district meets with the firm annually to monitor tax collection, and the firm provides the board with an annual report on tax collection efforts.

TISD should implement more aggressive strategies to improve the collection of delinquent taxes. The district should continue the steps it has already taken and should consider implementing actions taken by UISD and ZCISD. Instead of relying exclusively on Trinity/Groveton Consolidated Tax Office for the collection of its real property taxes, the district should take more ownership of the process by having the board provide more direction to the tax office regarding collecting taxes and a timetable for various actions. The tax office collects taxes for other jurisdiction as well such as the cities of Trinity and Groveton and four other school districts. As a result, the tax office is not focused exclusively on collecting taxes for TISD. If the district could decrease its pre- fiscal year 2008 delinquent tax balance two percent per year through more aggressive collection efforts, the fiscal impact would be \$163,052 of additional cash flow over a five-year period. This amount was determined as shown below:

**Calculation:**

FISCAL YEAR	BALANCE PRIOR TO 2008	COLLECTIONS OF TWO PERCENT PER YEAR
2013	\$1,697,070	\$33,941
2014	\$1,663,129	\$33,263
2015	\$1,629,866	\$32,597
2016	\$1,597,269	\$31,945
2017	\$1,565,323	\$31,306
<b>TOTAL</b>		<b>\$163,052</b>

SOURCE: Developed by Review Team, October 2011.

**UNRECONCILED BANK ACCOUNT (REC. 22)**

TISD’s bank account reconciliation process is not conducted appropriately. Bank reconciliations are a critical internal control to ensure that cash balances are correct and that funds have been spent for intended purposes. Cash is vital to any organization. It is the most important physical asset a company owns. All other assets are obtained through the expenditure of cash or are used to generate cash. Consequently, it must be safeguarded carefully.

Reconciliations enable organizations to safeguard cash by ensuring that its record of cash receipts, expenditures, and balances agree with the bank’s records as the custodian of the organization’s cash. If reconciliations are not performed or are performed incorrectly, the organization cannot be certain that its cash is safeguarded or that its accounting records are accurate. The following are common benefits organizations receive from timely bank account reconciliations:

- current, accurate financial statements;
- elimination of error backlog;
- identifies general ledger adjustments that may be necessary;
- identifies bank errors;
- provides baseline for cash flow analysis and control;
- validates cash account balances; and
- uncovers irregularities.

The district reports that bank reconciliations are performed each month. However, TISD’s bank reconciliations for fiscal year 2011 were out-of-balance in amounts varying from the general ledger cash balance being \$47,838 less than the bank cash balance to \$21,765 more than the bank cash balance. This out-of-balance condition creates a risk that bank errors could have been made and gone undetected. Moreover, funds could have been misappropriated or recorded incorrectly. **Exhibit 4–10** summarizes the out-of-balance condition of TISD’s operating account during fiscal year 2011.

TISD stated that the out-of-balance condition is in the district’s favor and immaterial. The district reports that they have sought the assistance of Region 6 regarding possible software issues along with keeping auditors apprised when significant variances occur in the bank reconciliation process.

PricewaterhouseCoopers (PwC) is one of the four largest accounting firms in the world. In a white paper entitled:

**EXHIBIT 4-10**  
**TISD OPERATING ACCOUNTY: UNRECONCILED DIFFERENCES**  
**FISCAL YEAR 2011**

MONTH	BANK	BOOK	DIFFERENCE
Sep-10	\$1,606,960	\$1,611,145	(\$4,185)
Oct-10	\$1,958,347	\$1,963,172	(\$4,825)
Nov-10	\$1,828,197	\$1,840,661	(\$12,464)
Dec-10	\$1,911,654	\$1,908,525	\$3,129
Jan-11	\$2,248,015	\$2,200,177	\$47,838
Feb-11	\$2,100,600	\$2,097,821	\$2,779
Mar-11	\$1,594,361	\$1,591,642	\$2,719
Apr-11	\$1,616,820	\$1,575,364	\$41,456
May-11	\$1,305,252	\$1,277,981	\$27,271
Jun-11	\$1,093,322	\$1,115,087	(\$21,765)
Jul-11	\$1,339,646	\$1,310,055	\$29,591
Aug-11	\$1,295,137	\$1,264,138	\$30,999

SOURCE: TISD, Fiscal Year 2011 Bank Reconciliations, October 2011.

*How to improve account reconciliation activities*, issued by their Global Best Practices team, PwC suggests the following:

“An account should only be considered reconciled when differences have been investigated, proper accounting treatment ascertained, and correcting journal entries (if any) posted to the general ledger or sub-ledger.”

The white paper recommends the following bank reconciliation best practices:

- Facilitate faster identification of errors through timely reconciliations;
- Investigate large or unusual items and conclude in the body of the reconciliation as to the appropriateness of their accounting treatment;
- Reference the journal entry required to record all adjustments;
- Establish action plans for reconciling items. A proper reconciliation identifies the reconciling item and the actions that are going to be taken to clear the reconciling item;
- Document approval for all account reconciliations. All account reconciliations should be reviewed in conjunction with supporting documentation and approved for completeness and propriety by someone other than the person who performed the reconciliation;

- Report to management regularly on account reconciliation status. Measure account reconciliation status and report findings to management on a regular basis, typically monthly; and
- Require action plans on delinquent reconciliations. Require the account owner of delinquent reconciliations (e.g., those that exceed 60 days) to prepare a 90-day action plan to remediate the deficiencies.

TISD should determine the reason for the unreconciled difference on the operating account, and perform a “true” and timely reconciliation of all bank accounts every month. The district should take immediate steps to develop an action plan to reconcile the operating account within 60 days. The reconciliation should be performed by someone other than the director of Business and Human Resources since this individual has duties that should be segregated from the bank reconciliation process. For example, the director of Business and Human Resources approves purchase orders, maintains the district’s general ledger, has access to the payroll and vendor master files, and generally oversees all of the district’s financial operations. The district should also implement the best practices recommend by PwC in their account reconciliation white paper. This recommendation can be implemented with existing resources.

**BUDGET DOCUMENT (REC. 23)**

TISD does not publish a user-friendly budget document. The document posted on the website meets all legal requirements; however, because it is not very informative, TISD is missing an opportunity to communicate with its constituency. Someone unfamiliar with school district accounting and finances will not be informed by the district’s budget. Even those somewhat familiar with school district finances could easily become confused or misinterpret the data.

Survey results show that many parents believe financial information is provided, but few may understand it. When asked if financial reports are made available to community members when asked, 31.4 percent of respondents agreed or strongly agreed. However, when asked if the district’s financial reports are easy to understand and read, only 25.7 percent agreed or strongly agreed. **Exhibit 4-11** summarizes results from the parent survey.

**EXHIBIT 4–11  
TISD PARENT SURVEY RESULTS ON FINANCIAL REPORTS**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
Financial reports are made available to community members when asked.	5.7%	20.0%	57.1%	14.3%	2.9%
The district's financial reports are easy to understand and read.	5.7%	25.7%	62.9%	2.9%	2.8%

SOURCE: Review Team Survey, October 2011.

Texas Education Code (TEC) Section 39.084 requires that on final approval of the budget by the school board, the school district prominently display the electronic link to the adopted budget on its website. The link to TISD’s budget is prominently displayed, but the link is not easy to locate. The link that leads to the page where the budget document link is located is entitled “Legal Postings.” Anyone looking for the budget, who is unaware that it is a required legal posting, would have difficulty finding the information based on this description.

Once found, the reader discovers that the budget does not provide much helpful information. First, no revenue amounts are presented. Second, expenditure amounts for the General, Food Service, and Debt Service funds are all combined. In addition, expenditures are summarized into broad categories. For example, expenditures for Instruction (function 11), Instructional Resources and Media Support (function 12), Curriculum and Instructional Staff Development (function 13), and Juvenile Justice Alternative Education (function 95) are all combined under the category of Instruction. Five function codes are summarized into one line item labeled “District Operations.” Therefore, it is impossible to determine how much the district planned to spend on facilities maintenance versus student transportation. Combining expenditures and fund categories in this manner obscures one’s understanding of the district’s financial priorities rather than bringing clarity and transparency to them.

Although not required by law, there is no discussion of strategic goals, priorities, or objectives in the district’s budget presentation. Also, there is no explanatory narrative emphasizing important information and numerical relationships. These deficiencies limit the budget’s usefulness as a communications device, policy document, and financial plan. In its present form, TISD’s budget cannot be used to understand the inner workings of the district. Consequently, TISD is missing an opportunity to enhance its image in the community by demonstrating a commitment to financial accountability, transparency, and stewardship.

A budget can and should be more than just a financial plan. A budget can have additional purposes such as a communications device, a policy document, as well as a financial plan. In fact, budgets are most useful and effective when used as a means for both the district staff and the community at-large to understand the inner workings of the district. The district has an opportunity to “tell its story” when the budget communicates what is behind and beyond the numbers.

Carrizo Springs ISD (CSISD) posts a budget on its website that is more understandable and useful than TISD’s budget. It shows revenues and expenditures. It has a column for General Fund and one for all funds. Expenditures are categorized by object, function, and organization. It also shows percentages and per student amounts. Actual revenues and expenditures are compared to budgeted amounts in total and per student. Although CSISD does not include a budget narrative, the presentation of its budget is informative.

The Government Finance Officers Association (GFOA) is a national organization that promotes excellence in the form, content, and presentation of budget documents through budget award programs. The GFOA’s program is designed for any governmental entity. These programs establish a number of criteria for exemplary budget documents and provide certification awards to nonprofit entities whose budget documents meet the criteria. Many educational institutions across the country use the criteria to apply for the award, but some use them merely to improve their budget document’s content, format, and presentation.

Even if TISD does not choose to apply for GFOA’s Distinguished Budget Presentation Award, it could use GFOA criteria and examples from GFOA award winning budgets to improve its budget presentation. For example, TISD could significantly improve the presentation of its budget by summarizing, on a single page, its budgeted revenue and expenditures by fund and function. To illustrate, **Exhibit 4–12** presents the budget summary page from the North East Independent School district, a recipient of the GFOA budget award for the past six years.

**EXHIBIT 4-12  
BEST PRACTICE BUDGET SUMMARY**

<b>ESTIMATED REVENUE</b>	<b>GENERAL FUND</b>	<b>SCHOOL NUTRITION FUND</b>	<b>DEBT SERVICE FUND</b>	<b>TOTAL ALL FUNDS</b>
Local	\$296,104,658	\$14,136,475	\$100,910,209	\$411,151,342
State	190,209,519	768,988	-	190,978,507
Federal & Other	1,219,190	13,689,653	-	14,908,843
Other Resources	250,000	-	-	250,000
<b>Total Revenues</b>	<b>\$487,783,367</b>	<b>\$28,595,116</b>	<b>\$100,910,209</b>	<b>\$617,288,692</b>
<b>Appropriations</b>				
Function 11 Instruction	\$306,852,049			\$306,852,049
Function 12 Instructional Resources & Media Services	8,286,578			8,286,578
Function 13 Curriculum & Instructional Staff Development	10,679,952			10,679,952
Function 21 Instructional Leadership	6,326,776			6,326,776
Function 23 School Leadership	31,379,445			31,379,445
Function 31 Guidance, Counseling & Evaluation Services	17,438,614			17,438,614
Function 32 Social Work Services	2,327,348			2,327,348
Function 33 Health Services	7,082,571			7,082,571
Function 34 Student (Pupil) Transportation	16,073,175			16,073,175
Function 35 Food Services		27,979,822		27,979,822
Function 36 Extracurricular Activities	9,800,425			9,800,425
Function 41 General Administration	11,447,416			11,447,416
Function 51 Facilities Maintenance and Operations	49,205,215	1,191,500		50,396,715
Function 52 Security and Monitoring Services	3,928,781	100,500		4,029,281
Function 53 Data Processing Services	3,231,046			3,231,046
Function 61 Community Services	231,628			231,628
Function 71 Debt Service			95,777,916	95,777,916
Function 81 Facilities Acquisition & Construction				-
Function 93 Payment to Fiscal Agent/SSA	400,000			400,000
Function 96 Juvenile Justice Alternative Education	340,805			340,805
Function 99 Other Intergovernmental Charges	2,450,215			2,450,215
<b>Total Appropriations</b>	<b>\$487,482,039</b>	<b>\$29,271,822</b>	<b>\$95,777,916</b>	<b>\$612,531,777</b>
Other Uses	433,000	-	-	433,000
<b>Total Appropriations &amp; Other Uses</b>	<b>\$487,915,039</b>	<b>\$29,271,822</b>	<b>\$95,777,916</b>	<b>\$612,964,777</b>
Projected Beginning Fund Balance 7/1/09	\$54,082,752	\$5,273,821	\$70,376,433	\$129,733,006
Net Revenue/Sources Over (Appropriations)(Uses)	(\$131,672)	(\$676,706)	\$5,132,293	\$4,323,915
Projected Ending Fund Balance 6/30/10	\$53,951,080	\$4,597,115	\$75,508,726	\$134,056,921
Reserved/Designated Fund Balance	(\$3,440,213)	-	-	(\$3,440,213)
<b>Projected Unreserved/Undesignated Fund Balance 6/30/10</b>	<b>\$50,510,867</b>	<b>\$4,597,115</b>	<b>\$75,508,726</b>	<b>\$130,616,708</b>

SOURCE: North East Independent School District Fiscal Year 2010 Budget Document, October 2011.

TISD should take steps to improve presentation of the budget document by providing information about the budget development process, and how the budget supports the district’s strategic objectives. The district should provide revenue amounts and disaggregate expenditures and fund categories. Information should be included to provide more insight into the district’s operations. More detail similar to that provided by CSISD and North East ISD would improve TISD’s budget’s presentation. This recommendation can be implemented with existing resources.

**BUDGET PLANNING AND MAINTENANCE (REC. 24)**

TISD does not encourage site-based budgeting. The district does not allow principals and other budget managers to input their budgets into the budget system and does not allow them to make their own budget transfers. This practice violates the principle of site-based management because these individuals are capable of performing these activities for their campus but are not provided the access or training to do so.

Section 5.1 of the Texas Education Agency’s Financial Accountability System Resource Guide states the following with respect to site-based decision-making:

*The basic premise of site-based decision-making is that the most effective decisions are made by those who will actually implement the decisions. The belief is that people involved at the campus level have a greater opportunity to identify problems, develop problem resolution, and change strategy than people located off-campus. Site-based decision-making concepts also recognize that people at the campus level are more likely to internalize change and to support its implementations if they are involved in the decision-making than if they are not.*

Survey results underscore the lack of principal involvement in certain aspects of the budget development and maintenance

process. Fifty percent of respondents disagree or strongly disagree that they have received adequate training on the district’s financial and budgeting systems. In addition, 50 percent disagree or strongly disagree that they are able to move funds from one spending category to the other without Business Office involvement. During interviews, all principals said they would welcome the ability to make their own budget transfers. **Exhibit 4–13** presents results from the Principals’ Survey.

TISD principals and other budget managers (budget managers) prepare their budgets using a template showing historical budgeted and actual expenditures by line item that has a blank column to write in next year’s budget estimate. Once completed, the budget manager forwards the template to the director of Business and Human Resources who enters the information into the budget module of the TxEIS financial system.

When a budget manager wishes to move funds from one line item to another within the same function, they must request that the Business Office make the transfer in the budget system. The director of Business and Human Resources believes it is more efficient for him to enter the data than to train the budget managers to enter it themselves. The director of Business and Human Resources is also concerned that budget managers will make errors if they input their own budgets. However, the director of Business and Human Resources has many other responsibilities that are critical to the district; data entry is not a value-added activity for such a position. Moreover, effective training reduces the risk of errors, and accuracy, as well as efficiency, and will result in improvements over time.

Organizations that allow budget managers to input their own budget information tend to have more efficient processes than those who centralize the activity. Austin Community College (ACC) uses a web-based budget development

**EXHIBIT 4–13**  
**TISD PRINCIPAL SURVEY RESULTS ON DISTRICT’S FINANCIAL ACCOUNTING AND BUDGET SYSTEM**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
I have received adequate training on the district’s financial accounting and budgeting system.	16.7%	16.7%	16.7%	33.3%	16.6%
I am able to move funds from one spending category to the other without contacting central office as long as it does not change my overall budget total.	0.0%	16.7%	33.3%	33.3%	16.7%

SOURCE: Review Team Survey, October 2011.

module. Budget managers enter their budgets online through the college’s website, and the Business and Human Resources Director compiles the information from a single computer at the central office. ACC’s budget process also allows budget managers to perform their own budget transfers.

TISD should provide both access and training to allow budget managers to enter their own budgets into the budget system and make their own budget transfers. This change would eliminate the need for the director of Business and Human Resources to input the data.

Additionally, the director of Business and Human Resources should train budget managers on how to enter their budget worksheets directly into the budget development module and how to make budget transfers. Although time will be required to train the budget managers, the long-term benefits of distributed processing will outweigh the short-term inconvenience of staff training. This recommendation can be implemented with existing resources.

**ACCOUNTING PROCEDURES (REC. 25)**

TISD does not have documented procedures for critical accounting functions and processes, such as cash handling, accounts payable, payroll, and purchasing. Written policies and procedures are key components of a strong system of internal control. Knowledge of critical business processes will be lost if it is not documented while experienced employees are still employed with the district. Written procedures are critical to ensuring that accounting and finance operations are executed correctly and timely. For example, there are no cash handling procedures for fundraising events. The lack of cash handling procedures creates a risk that campus and student activity funds could be misappropriated or stolen before the deposit reaches the bank account.

The Accounts Payable/Payroll clerk has been with the district for about 22 years. The director of Business and Human Resources has been with the district for seven years. These individuals have almost 30 years of combined knowledge about the district’s critical business and accounting functions. However, their collective knowledge has not been documented in the form of procedures describing how to perform critical functions such as the following:

- processing and recording accounts receivable and cash receipts;
- purchasing and accounts payable;
- processing payroll;

- monitoring daily cash and investment balances;
- journalizing bank reconciling items;
- preparing and entering journal vouchers;
- tracking and maintaining budget amendments and transfers;
- performing general ledger maintenance including reconciliation of asset and liability accounts; and
- preparing Public Education Information Management System (PEIMS) financial data submissions.

The district uses forms and procedural notifications as a substitute for a comprehensive procedures manual. In some instances procedures are described on the form and, in other instances, procedural memos or notifications are issued. Individual forms and ad hoc notifications, although a component of comprehensive procedures, are no substitute for such procedures. **Exhibit 4–14** provides an overview of various accounting and business related forms and procedures used by the district.

**EXHIBIT 4–14  
TISD ACCOUNTING AND BUSINESS FORMS AND PROCEDURES**

DESCRIPTION	PURPOSE
Accident Report	Document details of employee accident or injury
Approved Vendor Request	Request to add new vendor to master file
Budget Amendment Request	Request to amend the budget
Conference Application	Obtain approval to travel to conferences/workshops
Direct Deposit Authorization	Authorizes direct deposit of employee’s check
Donation Receipt	Receipt for persons making donations
Extra Duty Time Report	Authorize extra duty pay
Field Trip Request	Request a campus field trip
Online Forms	Forms accessed by employees from Intranet site
Student Activity Guidelines	Procedure for collecting and requesting funds
Time Clock Payroll Procedures	Procedures for using the biometric time clock
Travel Reimbursement Form	Request reimbursement of travel expenses
Transportation Request	Request to be transported by district bus

SOURCE: TISD Business Office, October 2011.

Written procedures are critical components of institutional memory and continuity. Effective written procedures are an important component of internal control because they provide: (1) a permanent record of critical functions and processes; (2) directions for performing critical departmental tasks; (3) a reference for existing employees; (4) a training tool for new employees; (5) uniformity and continuity of transaction processing when regular employees are unavailable and tasks must be performed by individuals not familiar with the processes.

Fort Bend ISD (FBISD) improved efficiency and morale in the Human Resources department by using well developed internal quality control processes, standard operating procedures, and cross-training procedures. The department upgraded staff skills, developed clearly-written standard operating procedures, and trained staff on the procedures. The department maintains a detailed procedures handbook that includes step-by-step descriptions of each process and the procedures used to deliver services, including employment applications, posting of positions, recruitment, adding or reassigning staff, evaluations, transfers, payroll and records retention. Copies of all forms as well as computer screens used in the process are included in the handbook. The handbook is updated on a regular schedule. The director of Employee Records reviews the procedures with staff so that improvements are made as part of the overall quality control system within the department.

TISD should develop written procedures for critical business, and accounting processes and activities. A common complaint against written procedures and cross training is lack of time. Such concerns can be addressed through an organized, scheduled approach. Critical processes should be identified and placed on a schedule showing when procedures for that function will be documented. The director of Business and Human Resources should instruct each individual responsible for a critical process to document the steps incrementally while they are being performed during the normal work routine. It would not be necessary to complete all of the procedures in one work session. They could be documented in as many sessions as required consistent with the established schedule.

The director of Business and Human Resources should assign an individual to devise a template to facilitate the documentation of procedures and to ensure a uniform format. Once specific procedures have been documented, a schedule should be developed to cross-train staff using the procedures as a guide. This approach is beneficial because it

gives the trainee written instructions to follow while providing a means of testing the procedures for accuracy, completeness, and usefulness. This recommendation can be implemented with existing resources.

### **COMPENSATORY OVERTIME (REC. 26)**

TISD does not effectively communicate compensatory overtime balances and compensation calculations to eligible employees. TISD's nonexempt employees who work in excess of 40 hours per week accrue overtime at the rate of time and one-half. This time is accumulated in an overtime bank, which is charged when the employee takes time off from work.

At the end of the year, TISD pays each employee any remaining hours based on their pay rate. The compensatory overtime policy states that employees cannot accumulate more than 60 hours per year. Any hours accumulated in excess of 60 hours should be paid to the employee immediately rather than at the end of the year. The compensatory overtime policy is consistent with federal law. The Fair Labor Standards Act (FLSA) of 1938, as amended, is administered by the Wage and Hour Division (WHD) of the United States Department of Labor. The FLSA establishes standards for minimum wages, overtime pay, recordkeeping, and child labor. The basic requirements/provisions of FLSA requires employers to pay covered employees not less than one and one-half time their regular rate of pay for all hours worked in excess of 40 in a workweek.

During focus groups, some staff stated that they are not paid currently for overtime, and they do not understand how their overtime accrual is calculated. Some employees said that the district does not provide a clear answer when asked about the calculation. Additionally, the district does not provide a summary of the calculation on the check stub nor is there an envelope insert describing how the amounts were determined. Some employees complained that they have to wait until the end of the year to receive payment for overtime worked throughout the year and therefore do not want to work overtime.

Survey results appear to support these sentiments. When asked on the District Administrative and Support Staff Survey if "My payroll check is always correct", 32 percent of respondents disagreed or strongly disagreed. When asked if the district's Payroll Department does a good job of processing the district's payroll, 17.1 percent of respondents disagreed. Although these results do not relate to the compensatory overtime issue directly, they do underscore a significant level

of discontent with the effectiveness of TISD’s payroll processing function. **Exhibit 4–15** presents results from TISD’s District Administrative and Support Staff survey.

To determine compliance with TISD’s compensatory policy, the review team selected 24 employees who had accumulated compensatory overtime balances during fiscal year 2011. The balances were reviewed to determine if the employees were being credited with compensatory pay in accordance with TISD’s policy and to determine if the overtime calculation was accurate. The district provided the following formulas, which are used to calculate compensatory hours for single duty and dual duty employees. Dual duty employees work more than one type of job; for example, a bus driver who also does custodial work.

**Single Duty Employees**

$$\text{Single duty compensatory hours} = (\text{RH} + \text{OT}) - (\text{MA} + \text{ED} + \text{RH})$$

$$\text{Double duty compensatory hours} = (\text{RH} + \text{OTD}) - (\text{MA} + \text{ED} + \text{RH})$$

**Where:**

RH = Regular hours worked + Absences

OT = Overtime hours x 1.5

MA = 30 minute meal adjustment

ED = Extra duty pay

OTD = Hours worked x 0.5 (Paid “Stipend” for their bus duties – pay based on route basis)

Two issues were noted during the analysis. First, in contrast to the policy, it appears that employees were allowed to accrue more than 60 hours per year. When asked about this discrepancy, the director of Business and Human Resources said the district does not allow employees to carry over more than 60 hours to the next year. Second, there were differences between the review team’s calculations and the district’s calculations. **Exhibit 4–16** summarizes these differences. District personnel have not made available an explanation for these differences.

Based on the review team’s calculations on a subpopulation of 24 employees, it appears the district’s calculations were not accurate. The calculations reveal a potential underpayment to selected employees of approximately \$21,829. However, the review team was not able to verify this amount with the district.

The district should communicate compensatory overtime information to employees more effectively. Employees should be paid immediately once they have accumulated more than 60 hours of overtime. The district’s practice of allowing employees to accumulate more than 60 hours is not only a violation of its policy, but also deprives employees of being paid after they reach the 60 hour threshold. Accordingly, this practice has a negative effect on employee morale. As a result, TISD should review all supporting timesheets and recalculate the accumulation of fiscal year 2011 compensatory overtime balances. The district should add an additional spreadsheet to its compensatory balance documentation that shows the accumulation of overtime hours by pay period based on each employee’s timesheet.

**EXHIBIT 4–15  
TISD DISTRICT ADMINISTRATIVE AND SUPPORT STAFF SURVEY RESULTS**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	TOTAL RESPONSES
My payroll check is always correct.	22.6%	41.5%	3.8%	24.6%	7.5%	53
The district's Payroll Department does a good job of processing the district's payroll.	22.6%	37.7%	22.6%	13.3%	3.8%	53

SOURCE: Review Team Survey, October 2011.

**EXHIBIT 4-16  
TISD COMPENSATORY OVERTIME DIFFERENCES**

EMPLOYEE	COLUMN 1 2010-2011 COMP HOUR BALANCES	COLUMN 2 CALCULATED BY REVIEW TEAM	COLUMN 3 DIFFERENCES OVER/(UNDER) DISTRICT	COLUMN 4 HOURLY RATE	COLUMN 5 SUPPLEMENTAL PAY ADJUSTMENT	COLUMN (3X4) MINUS COLUMN 5 POTENTIAL UNDERPAYMENT
1	181.85	443.62	261.77	\$10.39	\$7.50	\$2,712.29
2	46.27	253.32	207.05	\$16.96	\$0.00	\$3,511.57
3	8.07	102.45	94.38	\$7.25	\$0.00	\$684.26
4	96.33	280.67	184.34	\$10.43	\$0.00	\$1,922.67
5	12.41	10.32	(2.09)	\$21.06	\$0.00	(\$44.02)
6	(13.88)	27.62	41.50	Not available	\$0.00	Cannot calculate
7	22.4	13.23	(9.17)	\$10.83	\$0.00	(\$99.11)
8	(0.64)	79.32	79.96	Not available	\$0.00	Cannot calculate
9	11.41	25.58	14.17	\$8.70	\$0.00	\$123.28
10	3.22	181.03	177.81	\$13.52	\$0.00	\$2,403.94
11	19.25	21.92	2.67	\$7.50	\$22.50	(\$2.48)
12	184.42	125.03	(59.39)	\$16.56	\$0.00	(\$983.50)
13	20.51	40.33	19.82	\$8.55	\$0.00	\$169.46
14	13.58	8.6	(4.98)	\$7.70	\$0.00	(\$38.35)
15	154.7	499.62	344.92	\$11.05	\$0.00	\$3,811.37
16	17.6	66.65	49.05	\$9.95	\$55.02	\$433.03
17	113.84	318.33	204.49	\$10.76	\$0.00	\$2,200.31
18	(3.39)	36.67	40.06	Not available	\$0.00	Cannot calculate
19	(5.7)	15.48	21.18	Not available	\$0.00	Cannot calculate
20	105.57	103.48	(2.09)	\$16.65	\$0.00	(\$34.80)
21	20.67	18.18	(2.49)	\$9.14	\$0.00	(\$22.76)
22	108.58	301.05	192.47	\$10.61	\$0.00	\$2,042.11
23	150.28	385.52	235.24	\$13.19	\$0.00	\$3,102.82
24	41.8	44.75	2.95	\$10.47	\$94.05	(\$63.16)
<b>TOTAL</b>	<b>1,309.15</b>	<b>3,402.77</b>	<b>2,093.62</b>			<b>\$21,828.78</b>

SOURCE: TISD, Review Team Test of Compensatory Balances, November 2011.

Furthermore, each employee should be provided with a written, detailed calculation of compensatory overtime accumulated and paid. This practice is particularly important given the nature of the calculations and the potential for differences as underscored in the review team’s test. Employees have a right to a clear explanation and documentation of how their pay is determined. This recommendation can be implemented with existing resources. However, there could be a fiscal impact once the district verifies its calculations based on supporting timesheet documentation.

Since the review, the district has stated that it has issued compensatory time payments three times this fiscal year thus

far; however, no supporting documentation was made available to verify the district’s action.

**EVIDENCE OF RECEIPT (REC. 27)**

TISD’s three-way match for processing vendor invoices for payment is manually intensive and inefficient. The district uses the Texas Enterprise Information System (TxEIS) supported by Regional Education Service Center VI (Region 6). The Texas Computer Cooperative developed TxEIS which is a web-based system that replaces the Regional Service Centers Computer Cooperative (RSCCC), a client-

server application supported by Region 20. The system includes business, student, and PEIMS modules.

The accounts payable module of the TxEIS system allows users to provide evidence of receipt of goods and services online within the system. Receiving can be accomplished through the system, which then creates an accounts payable transaction in the finance application that is paid when the three-way match occurs (purchase order, receiver, and invoice). However, the district does not use this feature. Instead, requisitioners of goods and services document evidence of receipt on a paper copy of the purchase order and send it to the Business Office to be matched with the invoice and original purchase order. This process takes more time and involves transfer of paperwork, which could be lost or duplicated. In a test of 20 purchase orders, the review team found about a third did not have signatures evidencing receipt.

Receiving goods and services through the TxEIS system is quicker and more efficient than sending signed copies of purchase orders through interoffice mail. This result is particularly true for backorders because the receiver can clearly see whether a partial shipment was received. Under current procedures, a copy of the purchase order must be made, signed, and sent to the Business Office as each backorder is received. For fiscal year 2010–11, the district generated 789 purchase orders totaling \$1,201,941.

**Exhibit 4–17** provides an overview of the volume of activity processed through accounts payable based on checks issued by TISD.

**EXHIBIT 4–17  
TISD CHECK VOLUME  
FISCAL YEARS 2009 TO 2011**

	FISCAL YEAR 2011	FISCAL YEAR 2010	FISCAL YEAR 2009
Amount	\$3,205,686.54	\$3,935,087.05	\$3,983,740.78
Count	1,446	1,528	1,857
Average Check	\$2,216.93	\$2,575.32	\$2,145.26

SOURCE: TISD, Check Registers, Fiscal Years 2009 to 2011, November 2011.

Lancaster ISD (LISD) implemented a decentralized online purchasing request system to increase purchasing efficiencies for staff districtwide. The system allows school and departmental staff to electronically enter purchase requisitions, which are then automatically forwarded to the

appropriate administrator for approval. TISD uses the same process; however, unlike TISD, LISD used the system’s online capability to process received orders. LISD’s online purchase request system increased purchasing process efficiencies by reducing the time spent processing purchasing documents and quickening the receipt of ordered products.

TISD should maximize the receiver function within the TxEIS financial accounting system to evidence receipt of goods and services, and to eliminate paper intensive, inefficient procedures for providing evidence of receipt. Inefficient, manually intensive processes could be eliminated if the district used the receiving features of TxEIS. District employees have grown accustomed to signing a copy of the purchase order and forwarding it to the Business Office. The director of Business and Human Resources should train users on how to use the receipt feature and allow them to receive goods and services in the system rather than by signing a copy of the purchase order. This recommendation can be implemented with existing resources.

**WORKERS’ COMPENSATION (REC. 28)**

TISD does not have a comprehensive districtwide safety training program designed to minimize workers’ compensation claims for employees. Instead, safety training initiatives are fragmented with some departments conducting a limited amount of training on a narrow range of topics while other units receive little to no training.

Safety training has been shown to reduce or avoid workers’ compensation claims. The lack of safety awareness creates an environment in which preventable work-related accidents could occur and increase workers’ compensation insurance costs.

TISD’s workers’ compensation claims experience during fiscal year 2010 was high in frequency and severity. That year 15 employees were injured at an estimated incurred total cost of \$75,597. However, three claims comprised 95 percent of estimated costs that year. All three cases involved falls. One individual injured a knee from a fall on liquid or grease, another injured multiple body parts from a fall on the same level, and a third sustained a fractured arm from a fall on the same level. A “fall on the same level” refers to not falling from standing on something that would have placed them at a higher level than where the fall occurred.

In comparison to the peer districts, TISD’s claims were lowest in frequency and second highest in severity. During the fiscal years 2009 to 2011 period, TISD had an average of

12 claims per year at an average cost of \$147.61 per employee. Hempstead ISD had an average of 18 claims per year at an average cost of \$83.66 per employee. Wharton ISD had an average of 37 claims per year at an average cost of \$506.09 per employee. Claims information from Corrigan-Camden ISD and Crockett ISD was not available. **Exhibit 4-18** compares TISD’s workers’ compensation claims experience to that of its peers for fiscal years 2009 to 2011.

TISD’s Food Service and Maintenance Departments have provided some safety training to their employees. For example, in 2010, the Food Service Department held training sessions periodically throughout the year where a different safety topic was discussed each time. However, the training was focused primarily on food safety rather than specialized categories of workers’ compensation injuries such as slips and falls, burns, and lifting injuries. **Exhibit 4-19** provides an overview of the topics discussed.

In October 2010, the Transportation and Maintenance Departments held combined training on blood borne pathogens. They also conducted a safety program covering topics such as hazardous materials; protective equipment; slips, trips, and falls; personal protective equipment, asbestos, and right to know under Occupational Safety and Health Administration (OSHA) standards. At the beginning of school year 2011–12, the director of Operations ordered that a safety tip brochure covering slips, falls, and tripping, be placed in pay envelopes for transportation, maintenance, and custodial employees who do not receive their paycheck by direct deposit.

Other than the combined training session in October 2010, transportation employees receive very little training in anything other than transportation operations. The same applies to administrative and professional employees such as principals, teachers, secretaries, and central office staff.

**EXHIBIT 4-18  
TISD VERSUS PEER DISTRICTS WORKERS’ COMPENSATION CLAIMS  
FISCAL YEARS 2009 TO 2011**

TRINITY ISD					
FISCAL YEAR	NUMBER	INCURRED	NUMBER OF EMPLOYEES	CLAIMS/EMPLOYEE	COSTS/EMPLOYEE
2011	10	\$5,552	203	0.049	\$27.35
2010	15	\$75,597	193	0.078	\$391.69
2009	11	\$3,877	181	0.061	\$21.42
<b>TOTAL</b>	<b>36</b>	<b>\$85,026</b>	<b>577</b>		
<b>AVERAGE</b>	<b>12</b>	<b>\$28,342</b>	<b>192</b>	<b>0.063</b>	<b>\$146.82</b>
HEMPSTEAD ISD					
FISCAL YEAR	NUMBER	INCURRED	NUMBER OF EMPLOYEES	CLAIMS/EMPLOYEE	COSTS/EMPLOYEE
2011	3	\$8,515	216	0.014	\$39.42
2010	14	\$7,345	245	0.057	\$29.98
2009	36	\$41,867	230	0.157	\$182.03
<b>TOTAL</b>	<b>53</b>	<b>\$57,727</b>	<b>691</b>		
<b>AVERAGE</b>	<b>18</b>	<b>\$19,242</b>	<b>230</b>	<b>0.076</b>	<b>\$83.81</b>
WHARTON ISD					
FISCAL YEAR	NUMBER	INCURRED	NUMBER OF EMPLOYEES	CLAIMS/EMPLOYEE	COSTS/EMPLOYEE
2011	39	\$258,964	334	0.117	\$775.34
2010	43	\$155,020	355	0.121	\$436.68
2009	28	\$115,895	358	0.078	\$323.73
<b>TOTAL</b>	<b>110</b>	<b>\$529,879</b>	<b>1,047</b>		
<b>AVERAGE</b>	<b>37</b>	<b>\$176,626</b>	<b>349</b>	<b>0.105</b>	<b>\$511.92</b>

NOTE: Data for Crockett ISD and Corrigan-Camden ISD was not available.  
SOURCE: Workers’ Compensation Loss Reports for TISD and Peer Districts, October, 2011.

**EXHIBIT 4–19**  
**TISD FOOD SERVICE SAFETY TRAINING TOPICS**  
**CALENDAR YEAR 2010**

MONTH	TOPIC	NUMBER OF ATTENDEES
February 2010	Review of Food Safety Floor Plan	10
April 2010	Learning CPR	10
May 2010	First Aid & Emergencies	10
August 2010	Review of Employee Handbook	10
October 2010	Procedures of food safety	10
December 2010	Personal hygiene	10

SOURCE: TISD, Food Service Department's Safety Training Sign-in Sheets, October 2011.

Although safety issues are sometimes discussed in staff meetings, and the former third-party administrator provided safety resources and offered to conduct safety workshops for the district, there is no training calendar or regularly scheduled training sessions for all worker groups about specific types of injuries.

The TASB Risk Management Fund, of which TISD is now a member, offers a wide range of safety resources to help school districts lower their workers' compensation costs. TASB helps districts identify the types and frequency of safety training needed in various functional areas based on recognized district hazards, accident trends, and state-mandated safety and health programs. In addition, TASB offers a variety of resources to assist its members with the safe prevention and mitigation of accidents and injuries. Members can use these resources at no additional charge. These resources include employee safety handbooks and loss prevention manuals, safety kits, and videos.

The Brownsville Independent School District (BISD) implemented a safety awareness and training program to reduce the number and severity of workers' compensation claims. BISD's safety awareness and training program educates and familiarizes employees with safety procedures, rules, and work practices of BISD. New employees receive information on safety during their orientation to the district. The packet of information provided to new employees includes the district's safety policy statement, the employee's safety responsibilities, the basic safety rules, and employee rights and responsibilities under Texas Workers' Compensation laws.

The district should seek the assistance of TASB to develop a comprehensive districtwide safety training program designed to promote safety awareness throughout the district. TISD should obtain safety awareness education and training materials from TASB and disseminate the information throughout the district as part of the initiative. The information could be posted at strategic locations throughout the district where employees meet or tend to congregate like employee lounges and break rooms. Safety information could also be distributed during employee meetings or placed in employee pay envelopes for those not receiving their paycheck by direct deposit. Although the district has not had an unusually high number of claims over the past three years, it has had three severe claims. A comprehensive safety awareness training could help the district avoid a catastrophic claim that could significantly increase workers' compensation costs. Assistance in developing such a program can be obtained from TASB at no cost to the district. However, it could pay huge dividends if costly accidents are prevented due to district employees being more safety conscious and aware of how to avoid injuries.

**COMPUTER EQUIPMENT INVENTORY (REC. 29)**

TISD conducts an inventory of its technology assets using inefficient, error prone manual procedures. At the end of each school year, the Technology Director oversees the process of locating and inventorying the district's technology assets. There are no written instructions or an inventory plan to guide the inventory process. Technology staff use paper inventory sheets to record the inventory and must update the system manually for missing or misclassified assets.

Each summer, information technology staff conduct a physical inventory of technology equipment at each campus, and documents the items they find on a manual report showing the campus, room number, occupant name, computer host identification number, equipment identification, make/model, serial number, and notes. Staff manually list the information on the sheet as each piece of equipment is found. The manual sheets are later compared against what is in the system and adjustments are made. The Technology Department maintains the inventory sheets, but does not document or keep a record of adjustments made to the system. As a result of the manual inventory list, the Technology Director told the review team that computers have been identified as being stolen.

As a result, there is a risk that assets will not be accounted for due to a less than optimum process. Inaccurate, incomplete,

and ineffective inventory counts impede the district’s ability to properly safeguard valuable technology equipment. The Texas Education Agency’s (TEA) Financial Accountability System Resource Guide (FASRG) requires school districts to conduct annual inventories of capital assets in order to properly account for and safeguard them.

FASRG defines fixed assets as purchased or donated items that are tangible in nature, have a useful life longer than one year, have a unit value of \$5,000 or more, and may be reasonably identified and controlled through a physical inventory system. These guidelines also allow school districts to establish lower thresholds, for control and accountability purposes, for equipment costing less than \$5,000. For example, computer and audiovisual equipment costing less than \$5,000 does not have to be capitalized. However, some districts maintain lists of such assets for control and accountability purposes. This practice is common for items with a higher risk of theft including items that are easily transportable, marketable, or can be diverted to personal use quickly.

Most of TISD’s capital assets include buildings, buildings and improvements, and vehicles. These assets are not inventoried due to their nature. **Exhibit 4–20** provides a summary of the district’s capital assets and demonstrates that the bulk of such assets cannot be inventoried by nature.

**EXHIBIT 4–20  
TISD CAPITALIZED ASSETS**

	AMOUNT AT 8/31/2010
Land	\$98,119
Buildings and Improvements	\$12,817,974
Equipment	\$578,490
Vehicles	\$1,445,610
Accumulated Depreciation	(\$5,701,884)
<b>Net Capital Assets</b>	<b>\$9,238,309</b>

SOURCE: TISD, Fiscal Year 2010 Audited Financial Statements, October 2011.

Technology equipment is the primary district asset that can be inventoried. TISD tracks both capital and non-capital technology equipment using a system called Track-it. Its primary purpose is to meet the needs of information technology managers, and is capable of much more than tracking assets for inventory purposes. It is primarily a help desk and technology asset management program. It tracks service requests on assets, but also tracks asset inventory. If a piece of technology equipment is on the network, Track-it

can locate it and return specific information about the asset such as serial number, location, user, etc. If the asset is not on the network or if it is an Apple product, IT personnel manually enter information about the asset in the Track-it system. Information for items not on the network such as iPods, and laptops are also entered manually. Selected features of the core Track-it system product are as follows:

- Help Desk
  - Incident, problem, and request management;
  - Self-service/password reset;
  - Service level agreements;
  - Reporting;
  - Process automation;
  - Skills based routing;
  - E-mail conversation management;
  - Web/mobile access; and
  - Dashboards.
- Asset Management
  - Asset discovery;
  - Asset audit;
  - Mac Audit;
  - Asset retirement; and
  - Library.

Although Track-it is primarily a help desk, it has a bar coding capability that will enable it to be used for inventorying technology assets as well. Bar coding tags and equipment would enable the district to automate and improve the year-end inventory process. Features of the bar coding add-on are as follows:

- Scan in information for IT asset management and inventory control;
- Improve data accuracy;
- Track any asset quickly and easily;
- Gain visibility and control over assets;
- Automate manual processes; and
- Synchronize physical inventory from the barcode scanner with automatically discovered assets in Track-It!

Bar coding is commonly used to streamline physical inventories. The Karnack Independent School District (KISD) uses bar coding technology to inventory its fixed assets. The district tagged all assets with bar coded tags, assigned location numbers to every room in all buildings, placed a bar coded tag in each doorway, scanned all the assets into a database, and obtained a complete electronic inventory of all assets. Each year, the district inventories all assets by comparing the assets in each room to the asset listing. By keeping an up-to-date and accurate listing of district assets, KISD is able to ensure it has adequate insurance coverage, has complete information necessary to file a claim in the event of a loss, and provides an internal control mechanism to reduce the risk of loss.

TISD should use bar coding technology to automate the physical inventory of its technology assets. In addition, the Technology Department should develop inventory instructions and a plan to guide those conducting the physical inventory. Bar coding would eliminate manual inventory sheets and reduce the chances of error in recording asset information as well as comparing the physical asset information to that recorded in the system. In addition, the bar coding program would create an audit trail of discrepancies between the physical and recorded inventory. Since TISD already used the Track-it system, the district could purchase the additional software program, scan gun kits, and pre-printed bar code labels for a one-time cost of \$3,104. This cost includes the purchase of 1,250 preprinted labels, which includes additional labels to accommodate future computer purchases. An annual premium care agreement could be purchased at \$1,550 per year.

**Calculation:**

	UNIT PRICE	QUANTITY	TOTAL
Bar Code Manager	\$1,295	1	\$1,295
Scanner Guns	\$867	2	\$1,734
Pre-printed Labels	\$0.06	1,250	\$75
<b>Total One-Time (Costs)</b>			<b>\$3,104</b>
Track-It Premium Care (Price is prorated-unit price is for two months)	\$258.28	6	\$1,550
<b>Total Annual Costs</b>			<b>\$1,550</b>

**FISCAL IMPACT**

Some of the recommendations provided in this report are based on state or federal laws, rules or regulations, and should be promptly addressed. Other recommendations are based on comparisons to state or industry standards, or accepted best practices, and should be reviewed to determine the level of priority, appropriate timeline, and method of implementation.

RECOMMENDATION	2012-13	2013-14	2014-15	2015-16	2016-17	TOTAL 5-YEAR (COSTS) OR SAVINGS	ONE TIME (COSTS) OR SAVINGS
20. Strengthen internal controls within the Business Office by adopting and enforcing a local nepotism policy, establishing segregation of duties, and eliminating incompatible functions.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
21. Implement more aggressive strategies to improve the collection of delinquent taxes.	\$33,941	\$33,263	\$32,597	\$31,945	\$31,306	\$163,052	\$0
22. Determine the reason for the unreconciled difference on the operating account, and perform a "true" and timely reconciliation of all bank accounts every month.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
23. Improve presentation of the budget document by providing information about the budget development process and how the budget supports the district's strategic objectives.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
24. Provide both access and training to allow budget managers to enter their own budgets into the budget system and make their own budget transfers.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
25. Develop written procedures for critical business and accounting processes and activities.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
26. Communicate compensatory overtime information to employees more effectively.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
27. Maximize the receiver function within the TxEIS financial accounting system to evidence receipt of goods and services, and to eliminate paper intensive, inefficient procedures for providing evidence of receipt.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
28. Seek the assistance of TASB to develop a districtwide safety training program designed to promote safety awareness throughout the district.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
29. Use bar coding technology to automate the physical inventory of its technology assets.	(\$1,550)	(\$1,550)	(\$1,550)	(\$1,550)	(\$1,550)	(\$7,750)	(\$3,104)
<b>TOTALS</b>	<b>\$32,391</b>	<b>\$31,713</b>	<b>\$31,047</b>	<b>\$30,395</b>	<b>\$29,756</b>	<b>\$155,302</b>	<b>(\$3,104)</b>

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# **CHAPTER 5**

# **PURCHASING**

**TRINITY INDEPENDENT SCHOOL DISTRICT**

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## CHAPTER 5. PURCHASING

The purchasing function within a school district has a significant impact on operations in addition to finances. Staff within the purchasing function are tasked with sourcing the best overall value for products and services needed to support the district's operations. Purchasing staff are also responsible for ensuring that vendors deliver their products or services in a timely manner and meet performance expectations. State, federal, and some local purchasing statutes, laws, and regulations establish boundaries in which districts are to conduct purchasing activities.

Although school districts are required to comply with all government purchasing regulations, Trinity ISD's (TISD) Board of Trustees (board) has discretion to establish stricter local policies above the government regulations. An effective and efficient purchasing structure requires processes and procedures to ensure that the required goods and services are obtained through competitive processes, meet district needs, and comply with governmental regulations.

TISD's purchasing function is a component of the Business Office and is structured as a centralized operation to coordinate all purchase requirements for the district. The director of Business and Human Resources (Business Director) is responsible for all purchasing activities, including obtaining bids and presenting recommendations to the board, adding vendors to the master file, and reviewing and approving all purchase orders.

Requests for purchases are entered and approved online through the district's financial information system. TISD processed 789 purchase orders totaling \$1,201,941 in 2010–11. The district maintained 1,813 active and 1,225 inactive vendors in its vendor master file. Food service purchases are entered directly online through the vendor's information system. Food service invoices are entered and paid through TISD's financial information system.

TISD participates in several cooperative purchasing programs, including several agreements with Regional Education Service Center VI (Region 6), Texas Buy Board, Texas Cooperative Purchasing Network (TCPN), Harris County Department of Education, and the Interlocal Purchasing System (TIPS/TAPS). TISD buys most of its goods and services through these cooperatives to support district operations such as instructional, administrative, food

service, athletics, and technology, which results in the Business Director soliciting fewer bids.

Furthermore, in an effort to support the local community, the board has stated that all vendors in Trinity and Walker counties are approved vendors. The district requires bids for any purchases of \$50,000 or higher if the vendor is not in one of the purchasing cooperatives or does not have an existing contract.

TISD operates an 18 by 24 foot shipping and receiving warehouse. This warehouse is managed by one TISD employee who also performs other functions for the district: mail delivery, bus driver, and bus maintenance. Most purchased goods are delivered directly to the respective school by the vendor.

Trinity ISD has entered into 15 contracts with Region 6 for services. Not only does this reduce their costs, but it provides a readily available source of specialized services by staff that have received the most recent industry and regulatory knowledge and experience in the specialty areas.

**Exhibit 5–1** summarizes the contracted services with Region 6.

**EXHIBIT 5-1  
SUMMARY OF TISD'S REGION 6 CONTRACTS**

<b>CONTRACT</b>	<b>SERVICE(S) PROVIDED</b>	<b>ANNUAL FEE</b>
Bilingual/ESL	Technical assistance and professional development for the Bilingual and ESL programs	\$5,500
Certification Coop	Technical assistance and staff development	\$450
CommNet Services	Internet Access & Connectivity	\$18,630
CSCOPE	Curriculum Management System and Content	\$11,223
Distance Learning	Connectivity for distance learning and video conferencing technologies	\$8,500
Data Management for Assessment and Curriculum (DMAC)	Support for the DMAC system	\$8,660
Eduphoria PDAS	Professional development appraisal system software and training	\$2,780
Grant Writing	Notification of available grants and assistance in completing grant applications	\$2,500
Gifted / Talented Services	General Gifted/Talented programmatic services and consultation to both improve program effectiveness and meet state program requirements.	\$4,193
Lightspeed	Virus protection and content level protection from designated websites and pages	\$6,600
Math / Science	Professional development and technical assistance in math and science	\$13,237
Personnel Cooperative	Recruiting and assistance in identifying qualified educational personnel	\$1,000
TxEIS (RSCCC)	Business and student information system	\$22,444
Streaming Video	Video streaming services	\$2,800
Title I Services	Assistance in program planning, budgets, and compliance for Title I Part A, Title I Part D, Title II Part A, and Title IV Part B	\$7,800
<b>TOTAL (15 CONTRACTS)</b>		<b>\$116,317</b>

SOURCE: TISD Contract list and respective contracts, 2010.

**FINDINGS**

- TISD does not track expenses by commodity code or monitor expenses by vendor.
- TISD lacks a written purchasing procedures manual.
- Campus and support staff consider the purchasing process to be overly cumbersome with staff using personal funds to obtain supplies rather than making a purchase request.
- TISD lacks a textbook inventory system and does not maintain an adequate record of the textbook inventory.

**RECOMMENDATIONS**

- **Recommendation 30: Establish a system to track and monitor aggregate purchases and ensure compliance with state competitive procurement requirements.**

- **Recommendation 31: Develop a comprehensive purchasing policies and procedures manual.**
- **Recommendation 32: Enhance the purchase order process to create greater transparency and to increase responsiveness to district purchasing needs.**
- **Recommendation 33: Implement a districtwide textbook inventory system.**

**DETAILED FINDINGS**

**AGGREGATE PURCHASES (REC. 30)**

TISD does not track expenses by commodity code or monitor expenses by vendor. At the time of this review, 1,813 vendors were in the TISD vendor master file with no flags to indicate if the vendor was on state contract or was part of an authorized purchasing cooperative. TISD has listed any vendor located in Trinity and Walker Counties as approved vendors. Furthermore, the Business Manager stated that expenses are not monitored by vendor. By not tracking

aggregate purchases made for commodities nor monitoring purchases by vendor that are not through a state contract or purchasing cooperative agreement, the district places itself at risk of lack of compliance with purchasing laws and regulations.

In addition, fleet management services were acquired without a competitive procurement process. These services are contracted to a service provider that is immediately adjacent to the transportation staging facility. The contractor is highly responsive and interviews suggested that the fleet is well maintained. Approximately \$30,000 to \$40,000 of services are purchased annually.

TISD’s only written purchasing policy is Board Policy CH that states “All requests for purchases must be submitted to the business department on an official district purchase order (PO) form with the appropriate approval signatures. No purchases, charges, or commitments to buy goods or services for the district can be made without a PO number. The district will not reimburse employees or assume responsibility for purchases made without authorization. Employees are not permitted to purchase supplies or equipment for personal use through the district’s Business Office.” This policy does not provide any details as to how much can be purchased before requiring quotes and bids.

Texas Education Code Section 44.031(a);(b), states “all contracts, except contracts for the purchase of produce or vehicle fuel, valued at \$50,000 or more in the aggregate, for each 12-month period shall be made by the method, of the

following methods, that provides the best value for the district:

1. competitive bidding;
2. competitive sealed proposals;
3. request for proposals, for services other than construction services;
4. interlocal contracts;
5. design-build contracts;
6. contract to construct, rehabilitate, alter, or repair facilities that involve using a construction manager;
7. a job order contract for the minor construction, repair, rehabilitation, or alteration of a facility;
8. reverse auction procedure as defined by Section 2155.062(d), Government Code; or
9. the formation of a political subdivision corporation under Section 304.001, Local Government Code.”

**Exhibit 5–2** provides a summary of the top 10 vendors and if they were on the TISD contract or purchasing cooperative lists.

TISD should establish a system to track and monitor aggregate purchases to ensure compliance with state competitive procurement requirements. Furthermore, evidence of purchasing requirements must be documented. The system must have the capability to produce reports of

**EXHIBIT 5–2  
TOP 10 TISD VENDORS BY AMOUNT SPENT  
2010–11**

VENDOR	AMOUNT SPENT	PERCENTAGE OF TOTAL POS	ON CONTRACT/ BID LIST?	ON COOPERATIVE/ STATE LIST?
Apple Inc.	\$180,439	15%	No	Yes
Longhorn Bus	\$88,590	7%	No	Yes
Truman Arnold	\$74,745	6%	No	Yes
CDW Government	\$69,368	6%	No	Yes
Professional Tu	\$52,312	4%	No	Yes
Specialty Supply	\$43,687	4%	No	Yes
ILearn, Inc.	\$34,556	3%	Yes	No
TK Sales	\$33,982	3%	No	No
Athletic Supply, Inc.	\$31,565	3%	No	Yes
Study Island, LLC	\$31,016	3%	Yes	No
<b>TOTAL TOP 10</b>	<b>\$640,260</b>	<b>54%</b>		
<b>GRAND TOTAL OF ALL POS</b>	<b>\$1,201,941</b>	<b>100%</b>		

SOURCE: TISD Purchase Order Listing 2010–11 and Bid Lists.

cumulative purchases and whether or not it was a bid or cooperative purchase. This can be done through implementing commodity codes, monitoring purchases spent by vendor, or requiring all vendors used to go through a competitive pricing process.

The district should also implement a policy or modify the existing Board Policy CF to prohibit purchases from vendors for services that have not been competitively bid and for which the district has reached an accumulated threshold of \$49,000 for the year.

This recommendation can be implemented at no cost to the district since the monitoring tools and commodity code capability are available within the currently used system.

### **POLICIES AND PROCEDURES MANUAL (REC. 31)**

TISD lacks a written purchasing procedures manual. A comprehensive purchasing manual is an effective tool for promoting sound internal controls and training personnel on procurement policy, procedures, and guidelines. In the absence of a comprehensive purchasing procedures manual, TISD employees could unknowingly violate district and state purchasing requirements. They can also spend more time than necessary when attempting to complete purchase requisitions.

Instead of written procedures, TISD relies on the on-line help feature that is a part of the financial information system to assist users through the automated process. The Business Director provides training at the start of each year to employees that will be responsible for processing on-line purchase orders. This training is focused more on processing purchase requisitions through the system than on purchasing requirements and regulations.

Procedure manuals serve as a control and training tool for the purchasing function. Well written manuals describe the district's purchasing policies and procedures, and are designed to assist the district in requisitioning and purchasing goods and services within required guidelines. A good purchasing manual encompasses relevant statutes, regulations, and board policies that provide guidance to district employees at the campus and department levels. The manual also serves as a training manual for district employees in purchasing policies and procedures. Section 3.2.1 of the Financial Accountability System Resource Guide (FASRG) states that every school district, large or small, should have written policies and procedures for the purchasing function. The manual should be designed to assist campus and department level personnel

in purchasing supplies and services. The manual would include vital purchasing rules and guidelines that are consistent with relevant statutes, regulations, and board policies.

**Exhibit 5–3** lists the 16 purchasing manual guidelines identified in the FASRG.

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### **EXHIBIT 5–3 FINANCIAL ACCOUNTABILITY SYSTEM RESOURCE GUIDE PURCHASING MANUAL GUIDELINES**

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#### **FASRG GUIDELINES**

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- Purchasing goals and objectives
- Statutes, regulations and board policies applicable to purchasing
- Purchasing authority
- Requisition and purchase order processing
- Competitive procurement requirements and procedures
- Vendor selection and relations
- Receiving
- Distribution
- Disposal of obsolete and surplus property
- Request for payment vouchers and repair and service of equipment.
- Bid or proposal form
- Purchase Order Form
- Purchase Requisition Form
- Receiving Report
- Vendor Performance Evaluation form
- Request for Payment voucher

SOURCE: Texas Education Agency, Financial Accountability System Resource Guide, February 2010.

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McAllen Independent School District has a well developed purchasing manual that includes board policies and competitive purchasing guidelines. The manual is provided to all campuses and departments and is also available online along with forms and a comprehensive listing, by category, of awarded vendors including the Request for Qualification or bid number, the bid description, and bid information. The purchasing manual provides step-by-step instructions with process flows and screen shots for processing purchase orders, bid procedures, payments, return of merchandise, capital outlay requests, vendor relations, donations, and deadlines.

Effective manuals serve as guidance to district employees on the district's policies and processes. They should be user friendly and contain enough details so that any authorized

employee can understand how to follow district procedures correctly. They should also contain completed examples of all forms used in the processes.

TISD should develop a comprehensive purchasing policies and procedures manual. The manual and forms should also be provided online and be updated each year. State laws and local policies should be used for the foundation of the manual. The Business Director can use the purchasing manual outline and examples provided by the FASRG for guidance on the purchasing processes and should also obtain copies of other districts' manuals.

At a minimum, TISD's manual should include the following:

- board policies;
- competitive purchasing thresholds;
- request for prices and bids process, and forms;
- instructions for purchasing through approved purchasing cooperatives;
- complete and approved purchasing cooperative and vendor listing;
- monitoring performance and compliance with terms and conditions of contracts for outsourced operations;
- complaint and comment procedures for contracted services and outsourced operations;
- forms and completed examples; and
- details of all processes and when each one applies.

The superintendent should approve the manual and it should be completed by August 2012. Once the manual is completed, the Business Director should provide a comprehensive training session to district employees. The manual should be updated annually and training should be provided at the beginning of each school year. This manual should be placed on the district's website so that it is easily accessible to all staff and parents.

There would be no additional costs to the district to implement this recommendation as this can be completed with current staff in the Business Office.

### **PURCHASE ORDER PROCESS (REC. 32)**

Campus and support staff consider the purchasing process to be overly cumbersome with staff using personal funds to obtain supplies rather than making a purchase request.

TISD processed 789 purchase orders in 2010–11, totaling \$1,201,941. There are 1,813 active and 1,225 inactive vendors included in the vendor master file. The current purchase requisition process is that teachers submit requests to their department head and principal. These are then reviewed and routed to the principal for approval. Once approved by the principal the requisition is electronically routed to the Business Director for approval. Support staff complete a paper requisition and submit it to their manager. These are then entered online and routed to the manager and Business Director for review and approval. The Business Director stated that he reviews all purchase requisitions regardless of dollar amount to ensure that staff are using the appropriate account codes. Competitive quotes and bids are not required for purchases below \$50,000. Purchase requisitions greater than \$50,000 are forwarded to the superintendent for review and approval.

Various district staff communicated to the review team that they are extremely frustrated with the purchasing process as they often do not receive the materials that they have requested. The review team was unable to determine how many requisitions had not been fulfilled because the district deletes purchase requisitions that are not approved. The lack of written procedures and transparency with the approval process could be contributing factors to these perceptions.

While there was dissatisfaction verbally communicated to the review team, survey responses to questions related to the purchasing process were conflicting. Seventy percent of the teachers responding to the survey indicated that they do not agree that purchasing had made it easy to obtain what they need. Administrators, support staff, and principals felt the opposite; 40 percent of administrators and support staff and indicated that purchasing had made it easy to obtain what they need, while 50 percent of principals and assistant principals also agreed to this statement. However, 52 percent of the teachers, 50 percent of the principals and assistant principals disagreed with the statement that purchasing provides an easy to use list of supplies and equipment.

The following are quotes provided from a survey:

- “The procedure that we have to use to order needed supplies has been made so difficult that most teachers refuse to order any supplies.”
- “I hate to order anything because it is so difficult.”
- “I do not understand why there is not an easier way to order.”

**Exhibit 5–4** summarizes survey responses by question.

While it is common for the business manager and superintendent in small school districts to review and approve all purchase orders, they usually have processes in place whereby classroom supplies are easy to obtain. These include catalog pricing, procurement cards (credit cards assigned to each school principal), blanket purchase orders, and cooperative purchasing.

TISD should enhance the purchase order process to create greater transparency and to increase responsiveness to district purchasing needs. At a minimum, this should include the following:

- reviewing and approving purchase requisitions up to a designated dollar amount;
- coordinating the development and maintenance of a section of the website dedicated to purchasing;
- maintenance and clean-up of the vendor master file;
- providing an updated electronic listing of all approved vendors;
- providing training on the purchasing requirements and processes; and

- providing links to cooperative purchasing catalogues and vendors.

#### **TEXTBOOK MANAGEMENT (REC. 33)**

TISD lacks a textbook inventory system and does not maintain an adequate record of the textbook inventory.

#### **DEDICATED POSITION**

The district has a staff member, the high school coach, who is responsible for ordering textbooks, verifying receipt into the warehouse, and then distributing to the respective schools. Once the books reach the schools, each principal is responsible for managing their inventory. As a result, the textbook inventories are not conducted in a consistent and timely manner. In some cases, this has resulted in incomplete inventories.

Currently each school determines their textbook needs each year and provides their order request to the high school coach that is assigned responsibility for placing all TISD textbook orders through the State of Texas' online textbook ordering system known as EMAT/EVI (Educational Materials/ Educational Materials for the Visually Impaired).

#### **EXHIBIT 5–4 TRINITY ISD SURVEY RESPONSES: PURCHASING AND WAREHOUSING**

RESPONDENT	TOTAL RESPONSES	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
<b>Question – “Purchasing has made it easy to get what I need.”</b>						
Teachers	70	2.90%	8.60%	18.60%	41.40%	28.50%
Principals and Assistant Principals	6	0.00%	50.00%	33.30%	16.70%	0.00%
Administrative and Support Staff	51	9.80%	31.40%	39.20%	15.70%	3.90%
<b>Question – “Purchasing identifies the highest quality materials and equipment at the lowest cost.”</b>						
Teachers	70	2.90%	18.60%	38.60%	22.90%	17.00%
Principals and Assistant Principals	6	0.00%	50.00%	33.30%	16.70%	0.00%
Administrative and Support Staff	51	9.80%	31.40%	43.10%	13.70%	2.00%
<b>Question – “The district provides teachers and administrators an easy-to-use standard list of supplies and equipment.”</b>						
Teachers	70	2.90%	15.70%	28.60%	32.80%	20.00%
Principals and Assistant Principals	6	0.00%	50.00%	33.30%	16.70%	0.00%
Administrative and Support Staff	51	9.80%	21.60%	52.90%	13.70%	2.00%

SOURCE: Review Team Survey, October 2011.

Once received, each school accounts for their textbooks as follows:

- The high school had used the automated textbook management system until the assistant principal responsible for textbook management was reassigned two years ago. Now textbook issuance is recorded into a Microsoft Excel worksheet. If a student desires to have a textbook assigned to them then they request a book from the assistant principal and the book number is logged in the teacher’s assigned book sheet. However, there is currently not a complete inventory of textbooks for that school.
- The middle school does not track books assigned to teachers nor do they have a comprehensive inventory of textbooks on their campus. Teachers are responsible for managing textbooks in their classroom. If a student desires to have a textbook assigned to them, they go through the respective teacher to obtain a book.
- The intermediate school maintains paper logs with book numbers assigned to each teacher manually written on the logs. If a student desires to have a textbook assigned to them, they complete a check-out form with the school secretary and the book number is then entered on the form. There is not a comprehensive inventory maintained.
- The elementary school counts the total number of books available by subject at the start of each year and then evenly divides them among the teachers. The textbook numbers assigned to each teacher are not written down or tracked. Furthermore, there is not a comprehensive inventory maintained.

**TEXTBOOK INVENTORY SYSTEM**

TISD purchased the Destiny Textbook Manager system by Follett Software Company. This is an automated textbook management system that incorporates bar coding and scanners into inventory management. However, none of the schools are currently using this system for textbook management. Without an effective textbook inventory system, the district may not have the textbooks that it needs for instruction and could spend unnecessary resources for additional and replacement textbooks.

The current textbook ordering process involves principals at each school submitting textbook requests to the high school coach. The requests are then submitted to the Curriculum Director for review and approval. Once approved, the coach orders the books through the Texas Education Agency EMAT system. The books are received at the district’s receiving warehouse, verified against the order, and then sent to the respective schools. There is no further centralized tracking and inventorying of textbooks. As a result, TISD is unable to provide textbook inventory records.

**Exhibit 5–5** is a summary provided by the Texas Education Agency of books ordered and textbook allotments for 2009–10 through 2012–13.

**TEXTBOOK MANAGEMENT POLICIES AND PROCEDURES**

TISD does not have written procedures to document proper textbook management processes. Currently each school has its own methods for textbook inventory, distribution, and summer storage. Furthermore, each school has its own practices for tracking textbooks loaned to students. Consistency, training, and internal controls are enhanced when written policies and procedures are developed and implemented.

**EXHIBIT 5–5  
TISD AND PEER DISTRICTS TEXTBOOK ORDERS AND ALLOTMENTS  
2009–10 TO 2012–13**

DISTRICT	2009–10	2010–11	2011–12	2012–13
	UNITS ORDERED	UNITS ORDERED	INSTRUCTIONAL MATERIALS ALLOTMENT FUNDS (70% OF BIENNIUM FUNDS)	INSTRUCTIONAL MATERIALS ALLOTMENT FUNDS (30% OF BIENNIUM FUNDS)
Trinity ISD	1,052	2,254	\$125,850	\$53,936
Corrigan-Camden ISD	1,495	2,310	\$105,467	\$45,201
Hempstead ISD	3,342	2,164	\$161,546	\$69,234
Crockett ISD	1,608	2,806	\$149,862	\$64,150
Wharton ISD	2,447	4,375	\$227,816	\$97,635

SOURCE: Texas Education Agency, 2011.

Manor ISD has a well established set of comprehensive policies and procedures located on their website for all campus staff and parents to follow. This includes an overview of the textbook management process, how to inventory and distribute books, and suggested fines along with other topics. The website also includes all the forms that are needed.

The district should implement a districtwide textbook inventory system.

Additionally, the district should conduct a cost benefit analysis of the district's automated textbook management system to determine if it is sufficient to meet the needs of the district. The district should also conduct a complete physical inventory of all textbooks during the summer of 2012. This inventory should include bar coding all textbooks. Once the physical inventory has been completed, the district needs to continuously maintain inventory records through using its textbook management system.

A physical textbook inventory should be conducted at the end of every school year thereafter. These steps will improve internal controls and enable them to provide accurate accounting of all textbooks, including lost/damaged books, create an integrated automated reporting and tracking system, and hold campuses accountable for inventory assigned to their campus.

Policies and procedures for textbook inventory management should be developed to be included in the more comprehensive districtwide policies and procedures manual recommended elsewhere in this chapter.

This recommendation can be implemented with current staff.

## FISCAL IMPACT

Some of the recommendations provided in this report are based on state or federal laws, rules or regulations, and should be promptly addressed. Other recommendations are based on comparisons to state or industry standards, or accepted best practices, and should be reviewed to determine the level of priority, appropriate timeline, and method of implementation.

RECOMMENDATION	2012-13	2013-14	2014-15	2015-16	2016-17	TOTAL 5-YEAR (COSTS) OR SAVINGS	ONE TIME (COSTS) OR SAVINGS
30. Establish a system to track and monitor aggregate purchases and ensure compliance with state competitive procurement requirements.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
31. Develop a comprehensive purchasing policies and procedures manual.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
32. Enhance the purchase order process to create greater transparency and to increase responsiveness to district purchasing needs.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
33. Implement a districtwide textbook inventory system.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>TOTALS</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>

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# **CHAPTER 6**

## **CHILD NUTRITION SERVICES**

**TRINITY INDEPENDENT SCHOOL DISTRICT**

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## CHAPTER 6. CHILD NUTRITION SERVICES

School district food service operations, also known as Child Nutrition Services (CNS), must comply with a variety of federal and state regulations and local board policy. The United States Congress directed the National School Lunch Program (NSLP) in 1946 to “safeguard the health and well-being of the nation’s children and to encourage the domestic consumption of nutritional agricultural products.” Additionally, schools are now being required to comply with the Healthy, Hunger-Free Kids Act of 2010. This act requires schools to improve nutritional standards for each meal served. There are specific guidelines that must be implemented which include dietary guidelines and pricing requirements.

The United States Department of Agriculture (USDA) administers the National School Lunch Program (NSLP) and School Breakfast Program (SBP). These are federally assisted meal programs operating in public and nonprofit private schools and residential child care institutions. Districts that participate in the NSLP and SBP must serve students meals that meet federal guidelines for nutritional value and offer free or reduced-price meals to eligible students. When districts participate in the NSLP and SBP, they receive cash subsidies and donated commodities from the USDA for each eligible meal served at schools.

Effective CNS operations provide students and staff with appealing and nutritious breakfasts and lunches at a reasonable cost in an environment that is safe, clean, and accessible. The goal of each CNS is to be self supporting such that revenues generated from meals served cover all operational and staffing costs with no assistance from the district’s General Fund.

Trinity Independent School District (TISD) CNS is centralized and managed by the Food Service Director who is responsible for all CNS functions including meal reimbursement claims, staffing, menu planning, purchasing, USDA commodities ordering and usage, and cafeteria operations. There are 12 employees operating three kitchens. Each school has a full cooking and serving facility. The high school and middle school share a common kitchen that is physically located between the two serving areas. Employees are staffed at schools according to the average number of lunches served per day.

TISD operates as closed campuses, meaning that students are not allowed off school property once classes begin for the day. Staff prepares all food that is served for breakfast and lunch. Students enter serving lines and select what items they would like on their tray, including milk or juice from beverage coolers. Students either enter their student identification number on a keypad or tell the cashier their number, or scan a card with their student identification number. Food Service implemented Café Enterprise Point-Of-Sale system at each school to account for all meals served. The automated point-of-sale (POS) system identifies students as eligible for full-paying, reduced-price, or free meal. Students who are required to pay for meals have the option of paying in advance and having the money placed in their personal meal account or paying for each meal as they go through the serving line. Each school’s cafeteria operations are connected to the district’s wide area network.

TISD participates in the NSLP and the SBP. Approximately 82 percent of the district’s current students are economically disadvantaged and qualify for free or reduced-price school meals in 2011–12. The Child Nutrition Department served 114,471 breakfasts and 165,840 lunches during 2010–11. Meal participation rates are the number of students eating a meal at school compared to the average daily attendance. According to the meal reimbursement claim reports, TISD’s 2010–11 breakfast participation rates were 66 percent and lunch participation rates were 84 percent.

TISD schools met the eligibility criteria for severe need as defined by the USDA and received an additional \$0.02 cents for every lunch served and an additional \$0.29 for every reduced-price or free breakfast served. During 2010–11 Food Service revenues were \$688,740 and expenses were \$682,505. Of the total 2010–11 revenues, federal reimbursements were 86 percent, state reimbursements were two percent, and local sales were 11 percent. Food Service had a fund balance of \$30,462 as of August 31, 2010.

**Exhibit 6–1** provides a summary of revenues, expenditures, and fund balance for 2009–10 to 2011–12.

**EXHIBIT 6-1**  
**FOOD SERVICE ANALYSIS OF REVENUE AND EXPENDITURES**  
**SCHOOL YEARS 2009-10 TO 2011-12**

CATEGORY	2009-10 ACTUAL	2009-10 PERCENTAGE OF ACTUAL	2010-11 ACTUAL	2010-11 PERCENTAGE OF ACTUAL	2011-12 BUDGET	2011-12 PERCENTAGE OF BUDGETED
<b>REVENUES</b>						
Local	\$76,653	12%	\$78,991	11%	\$74,414	10%
State	\$16,878	3%	\$17,170	2%	\$17,131	2%
Federal*	\$542,183	85%	\$626,775	87%	\$626,253	87%
Total Revenues	\$635,714	100%	\$722,936	100%	\$717,798	100%
Total Expenses	\$698,857	110%	\$707,403	98%	\$717,798	100%
Net Profit (Loss)	(\$63,143)	-	\$15,532	-	-	-
Transfer In	\$85,876	-	-	-	-	-
Fund Balance	\$30,462	-	INP	-	INP	-

\*Federal Revenues include United States Department of Agriculture Commodities.

NOTE: INP = Unable to be determined.

SOURCE: TISD Audited Financial Report year ended August 31, 2010 and Summary Budgets for 2010-11 and 2011-12.

## ACCOMPLISHMENT

- Within one year, Trinity ISD was able to reverse three years of operating losses and generate an operating surplus.

## FINDINGS

- TISD's Child Nutrition Department operations are manual and paper intensive.
- TISD's Child Nutrition Department does not manage their financial operations through traditional management level financial reports.
- TISD does not market breakfast to increase participation in the School Breakfast Program.

## RECOMMENDATIONS

- **Recommendation 34: Develop electronic tools and implement all features of the food service point-of-sale system.**
- **Recommendation 35: Develop financial reports to enhance financial controls, monitoring of operations, and accountability of cafeteria managers.**
- **Recommendation 36: Develop and implement alternative breakfast options.**

## DETAILED ACCOMPLISHMENT

### SUCCESSFUL COST CONTAINMENT MEASURES

Within one year, Trinity ISD was able to reverse three years of operating losses and generate an operating surplus. The new Food Service Director implemented a variety of controls to reduce costs and improve productivity. While these steps are cost containment measures that should be a part of everyday operations, it is an accomplishment for the district and the new Food Service Director to be able to successfully implement all of these initiatives within less than one school year. **Exhibit 6-2** provides a summary of the cost containment measures put into place and the resulting savings. In total, TISD was able to reduce \$83,036 in costs during 2010-11.

TISD has reduced payroll costs by three percent and food costs by 11 percent over the past three years. An analysis of departmental costs over the past three years indicates that they are within school food service industry standards for labor and food costs as a percentage of revenues. **Exhibit 6-3** shows expenditures as a percentage of revenues between 2009-10 and 2011-12.

TISD has lower labor costs as a percentage of total revenue than food service industry standards. TISD has lowered their labor cost to 34 percent of total revenues while food service industry standard is 40-45 percent. **Exhibit 6-4** compares food service industry standards to TISD for labor costs.

TISD had an average breakfast cost of \$0.96 per meal and an average lunch was \$1.20 per meal served in October 2011.

**EXHIBIT 6-2  
SUMMARY OF COST CONTAINMENT MEASURES  
SCHOOL YEAR 2010-11**

OPERATIONAL AREA	STEPS TAKEN	2009-10 ESTIMATED SAVINGS
Payroll	Allocated staff according to the number of lunches served per day. The staffing model is 1 full-time position for each 100 meals served.	\$6,110
Food Costs	Monitored food costs per meal served by assigning costs to each menu item. Cost targets were set for each meal served.	\$15,173
Inventory	Reduced inventory levels at each school.	\$19,113
United States Department of Agriculture (USDA) Commodities	Increased the use of USDA Commodities by monitoring commodities on hand and "trading" commodities proposed to be delivered for other commodities that are needed	\$7,140
Other Cost Containment Activities	Increased USDA commodity usage, food purchases through cooperative purchasing, etc.	\$35,500
<b>TOTAL SAVINGS</b>		<b>\$83,036</b>

SOURCE: TISD Director of Business and Human Resources, October 2011.

**EXHIBIT 6-3  
ANALYSIS OF EXPENDITURES  
SCHOOL YEARS 2009-10 TO 2011-12**

CATEGORY	EXPENSES AS A PERCENTAGE OF TOTAL REVENUES 2009-10	EXPENSES AS A PERCENTAGE OF TOTAL REVENUES 2010-11	EXPENSES AS A PERCENTAGE OF BUDGETED REVENUES 2011-12
Payroll	38%	34%	35%
Contracted Services, Maintenance, & Energy	1%	2%	2%
Food	60%	53%	49%
USDA Commodities	4%	5%	5%
Supplies-Non Food	1%	4%	5%
Travel, Equipment & Miscellaneous	2%	1%	5%
Capital Equipment	0%	0%	0%
Other – included in financial report but not listed on budget report	4%	0%	0%
<b>TOTAL EXPENDITURES</b>	<b>110%</b>	<b>99%</b>	<b>100%</b>

NOTE: 2009-10 percentages are larger than 100% as the district was at a deficit operation. 2010-11 is lower as the district had an operating surplus. Totals may not equal to 100 percent due to rounding.

SOURCE: TISD Summary Budgets for Respective Years.

**EXHIBIT 6-4  
COMPARISON OF INDUSTRY STANDARDS TO ACTUAL LABOR COSTS  
SCHOOL YEAR 2010-11**

REVENUE	LABOR COSTS	LABOR COSTS AS A PERCENTAGE OF BUDGETED REVENUES	INDUSTRY STANDARDS
\$722,936	\$242,776	34%	40-45%

SOURCES: TISD Budget Report 2010-11, and Managing Child Nutrition Programs: Leadership for Excellence, Second Edition, by Joseph Martin PhD, RD, LD, and Charlotte Oakley, PhD, RD, FADA (2008).

TISD's combined average cost per meal is \$1.08, a one cent difference when compared to the industry standard of \$1.09 per meal. **Exhibit 6–5** compares school food service industry standards to TISD.

**EXHIBIT 6–5  
COMPARISON OF INDUSTRY STANDARDS TO ACTUAL FOOD COSTS  
SCHOOL YEAR 2010–11**

DESCRIPTION	AVERAGE FOOD COST PER MEAL	NUMBER SERVED	TOTAL FOOD COSTS
Trinity ISD	\$1.08	32,950	\$35,586
Industry Average	\$1.09	32,950	\$35,916

SOURCES: TISD Food Service Cost per Meal Calculation October 2011; TISD Participation Reports; School Lunch and Breakfast Cost Study – II issued by the United States Department of Agriculture Food and Nutrition Service April 2008.

**DETAILED FINDINGS**

**DAILY OPERATIONS (REC. 34)**

TISD's Child Nutrition Department operations are manual and paper intensive. The only information captured electronically is the daily sales through the Café Enterprise point-of-sale system. All daily production records, inventory counts, menu plans, and purchase orders are prepared on paper. Additionally, TISD Food Service does not have a presence on the district's website. As a result, all information about food service such as the monthly menus, free and reduced lunch applications, and meal pricing are provided on paper. Furthermore, food service has not implemented the on-line payment feature of their food service software. As a result, parents do not have the ability to pre-pay meals on-line. **Exhibit 6–6** summarizes the features of Café Enterprise and whether TISD is using the feature.

TISD is currently considering the purchase of a new food service information system in 2012–13. They are considering Systems Design since they have had training from Regional

**EXHIBIT 6–6  
CAFÉ ENTERPRISE FEATURES**

FEATURE	DESCRIPTION	USED BY THE DISTRICT
Customizable Sales Screen	Can create categories, items, and "hot keys" for frequently sold items.	No
Free and Reduced Meal Applications	Applications can be scanned and entered using the unique "key from image" feature, or entered manually.	Yes
Sales Reports	Users may print Sales Activity Reports for individual facilities, or create Facility Groups, and view/print combined reports.	Yes
CaféPrepay.com Integration	Online payment site where parents can monitor what their children are eating by viewing their participation reports, and replenish their meal account funds using their Visa, MasterCard or American Express credit card.	No
Patron Account Access	Automatic pricing of the meal according to the patron's free and reduced price eligibility status and meal price. The procedure is performed in a manner that ensures eligibility confidentiality.	Yes
Full Reporting Capabilities	Capability to generate Sales Activity Reports, which include income received, items sold, and other accounting data. Users may generate reports for a single site, a group of sites (called a Facility Group), or create districtwide reports. Available reports include: <ul style="list-style-type: none"> <li>• Sales Activity Reports</li> <li>• Sales Journals Reports</li> <li>• Patron Lists</li> <li>• Items List</li> <li>• Participation for a Patron</li> <li>• Account Status Letters</li> <li>• Meal Application Lists</li> <li>• Eligibility Counts</li> <li>• Audit History</li> <li>• Income Reports</li> <li>• Verification Lists and Letters</li> <li>• Verification Summary</li> <li>• State Forms.</li> </ul>	Only those related to sales activity
Account Status Letters	Capability to generate letters which can be printed or sent via e-mail, for patrons whose account balances fall within certain limits that you specify.	Yes

SOURCE: Summarized from Café Enterprise web page.

Education Service Center VI (Region 6) on this system. In addition to the software purchase, this system would require the purchase of new computers and scanners.

TISD should develop financial reports to enhance financial controls, monitoring of operations, and accountability of cafeteria manager. This should include spreadsheet tools to track inventory, menu plans to generate food costs, and production records. They should also use all available features of Café Enterprise, including the online payment system and custom sales screens to track food items. Furthermore, they should develop a needs and system capabilities list for new software and evaluate all systems according to this listing prior to committing to a purchase. Total system costs should be considered, including hardware, software, annual maintenance, installation and implementation, and training.

This recommendation can be implemented with no additional costs to the district as the food service manager can develop the spreadsheet tools and can obtain the assistance of the district's director of Technology and the Business Director for evaluating software solutions.

#### **MANAGEMENT REPORTING (REC. 35)**

TISD's Child Nutrition Department does not manage their financial operations through traditional management level financial reports. These include balance sheets, budget-to-actual comparisons by campus, profit and loss summaries by campus, cash flow statements by campus and year-to-year comparisons by campus. Instead they use a departmental budget report generated from the district's financial information system, TxEIS (RSCCC). This report does not provide sub totals by major category such as local revenue, state revenue, federal revenue, salaries/payroll, food, supplies, etc. Nor does the budget report show profit/loss and fund balance. As a result of not having traditional balance sheets and income statements the departmental manager hand writes what is thought to be the profit/loss per month on the budget report.

Best practices in the food service industry recommend that four financial and operating reports be distributed to district management and the board so they can monitor and evaluate the cash flow of operations and take corrective action if needed. The reports are: (1) budget, (2) profit-and-loss statement, (3) balance sheet, and (4) cash flow statement.

According to the *Cost Control Manual for School Food Service Directors*, the number one requirement for cost control management is an accounting system and procedures that

provide accurate and timely financial information and reports. Profit and loss statements should be compared each month, and to the same month one year prior, to spot sudden changes or possible errors. Additionally, profit and loss statements should be distributed to each campus within ten days of month ending. **Exhibit 6–7** provides seven financial reporting tools, the optimal frequency that they should be prepared, and whether TISD uses and distributes them to its cafeteria managers.

When used effectively, these financial statements can:

- Highlight areas of strength in addition to improvement needs;
- Compare prior periods to spot trends, improvements, and decline, allowing management to take appropriate steps in a timely manner;
- Monitor and track key operating and financial measures (for example, net profit or loss, student participation, meals per labor hour, food costs, and wages); and
- Be used as a management tool to hold campus food service staff accountable for operations.

TISD's Food Service Director should develop financial reports to enhance financial controls, monitoring of operations, and accountability of cafeteria managers. The director should develop financial report templates, then generate and distribute monthly profit and loss statements, budget reports, and key operating comparison reports no later than ten days after the end of each month. Goals for financial and operational improvement should also be set for each cafeteria manager, and employee evaluations should contain an element for performance against goals. This improvement could be implemented with current resources at no cost to the district.

#### **MEAL PARTICIPATION (REC. 36)**

TISD does not market breakfast to increase participation in the School Breakfast Program. Breakfast in the classroom was being considered, but has not been implemented due to teacher resistance. The 2010–11 average breakfast participation rate was 66 percent although 79 percent of the students were eligible for free and reduced priced meals.

Analysis of breakfast participation in 2010–11 indicates that breakfast participation by students that are qualified for free meals is high. Ninety-seven percent of the breakfasts served in the elementary school were to students that qualified for

**EXHIBIT 6–7  
FINANCIAL AND MANAGEMENT REPORTING EVALUATION**

REPORT/ DESCRIPTION	USES	OPTIMAL FREQUENCY	USED BY THE DISTRICT	DISTRIBUTED TO CAFETERIAS
<u>Budget:</u> Illustrates a plan for financial management according to each account.	<ul style="list-style-type: none"> <li>Allows informed decisions and financial forecasts for the next year through the use of historical, economic, and demographic data, projected enrollment, menu changes, and changes in operational procedures;</li> <li>Allows a forecast of financial performance for the next year; and</li> <li>Allows comparisons between actual and forecasted performance.</li> </ul>	Annual with monthly monitoring.	Yes, but does not provide category subtotals, is not prepared by campus, and is not used for monthly monitoring by campus level.	No
Costing food and service.	Allows for informed decision-making about purchases and the continuation of products and services.	Daily	No. The food service manager plans menus with a target food cost per meal, but does not have a formal meal cost model that includes food and labor.	No
Revenue received from lunch and breakfast.	Allows identification of major sources of revenue such as free, reduced-price, paid, a la carte, or other.	Daily	Yes	Yes
<u>Balance Sheet:</u> Illustrates the financial position of the account at a point in time.	Allows a comparison of current balances with balances at the end of the month of the prior year.	Monthly	No	No
<u>Profit and Loss Statement:</u> Illustrates what is left after all expenditures are paid.	Allows identification and analysis of increases or decreases in participation or expenses; Allows identification of school making a profit or experiencing a loss; and Allows administrators to determine where key issues/problems exist.	Weekly or Monthly	No. TISD uses the budget as their profit & loss statement throughout the year and it is not prepared by campus.	No
<u>Statement of Changes:</u> Shows changes in working capital from year to year.	Allows for the monitoring of net increases in working capital requirements.	Annually	Limited to the annual financial report prepared by TISD's external auditor.	No
Key Operating Percentages: Trends, Expenditures and Revenues over time.	Allows management and staff to monitor expenditures over time including: <ul style="list-style-type: none"> <li>Food cost percentage;</li> <li>Labor cost percentage;</li> <li>Other costs percentage;</li> <li>Break-even point;</li> <li>Inventory turnover;</li> <li>Participation rates;</li> <li>Average daily labor costs; and</li> <li>Average hourly labor costs.</li> </ul>	Monthly	Limited to meal participation rates.	Limited to meal participation rates.

SOURCE: Cost Control Manual for School Food Service Directors by Dorothy Pannell and interviews with TISD's Food Service staff, October 2011.

free breakfast. Eighty-eight percent of the breakfasts served at the high school were free. However, participation by students that are on reduced price or full payment breakfasts is lower. For example, whereas the paid students make up 34 percent of the enrollment at Trinity Middle School, these same students only make up two percent of the meals served. The

same applies to Edna Lansberry elementary (Lansberry Elementary) where paid students make up 17 percent of campus student enrollment, but only participate in two percent of the meals served.

**Exhibit 6–8** summarizes the percentage of total breakfasts served by school by category in 2010–11.

**EXHIBIT 6–8  
BREAKFAST PARTICIPATION BY SCHOOL  
SCHOOL YEAR 2010–11**

SCHOOL	NUMBER OF MEALS SERVED	PERCENTAGE OF POPULATION BY ELIGIBILITY			PERCENTAGE OF POPULATION PARTICIPATING		
		FREE	REDUCED	PAID	FREE	REDUCED	PAID
Trinity High School	18,773	66%	5%	29%	88%	4%	8%
Trinity Middle School	22,385	60%	6%	34%	95%	3%	2%
Trinity Intermediate	13,000	89%	8%	3%	92%	3%	5%
Lansberry Elementary	60,313	77%	6%	17%	97%	1%	2%
<b>TOTALS</b>	<b>114,471</b>	<b>73%</b>	<b>6%</b>	<b>21%</b>	<b>95%</b>	<b>2%</b>	<b>3%</b>

SOURCE: TISD Daily Participation Reports 2010–11 and Eligibility Count by Student Report 2010–11.

Trinity ISD has a closed campus policy, which means that students are not allowed to leave the campus for lunch. Eighty four percent of TISD students participated in the lunch program during 2010–11. The snack bar at the high school was expanded to offer selections that would constitute a reimbursable meal. As a result lunch participation increased from an average of 180 meals per day to 222 per day. **Exhibit 6–9** summarizes the number of students eligible for free or reduced lunch by school.

Approximately 79 percent of TISD students were approved for free or reduced-price breakfasts in 2010–11, the lowest among its peers, yet with 66 percent breakfast and 84 percent lunch participation, it ranks highest among its peers for breakfast and lunch participation. **Exhibit 6–10** compares TISD's breakfast participation rates with its peers.

Implementing innovative breakfast programs generates additional revenues for the food service program in addition to providing students with a healthy start to the day.

Successful programs implemented by other districts include offering additional breakfast periods, curbside breakfast-in-a bag, breakfast in the classroom, or breakfast on the bus.

Some school staff felt that breakfast participation is low because students do not want to eat breakfast as early as it is currently being served. They felt that if breakfast was served later, there would be more participation. When asked on the student survey conducted during this review if the breakfast program was available to all students, 45 percent of students agreed while 35 percent had no opinion, and 20 percent disagreed.

**EXHIBIT 6–9  
FREE AND REDUCED LUNCH ELIGIBILITY BY SCHOOL  
SCHOOL YEAR 2011–12**

SCHOOL	ATTENDANCE FACTOR	TOTAL FREE	REDUCED	PAID	TOTAL STUDENT POPULATION	PERCENTAGE OF STUDENT POPULATION FREE	PERCENTAGE OF STUDENT POPULATION REDUCED
Trinity High School	83%	196	14	87	297	66%	5%
Trinity Middle School	95%	108	11	60	179	60%	6%
Trinity Intermediate School	83%	154	13	6	173	89%	8%
Lansberry Elementary School	91%	423	33	96	552	77%	6%
<b>TOTAL</b>		<b>881</b>	<b>71</b>	<b>249</b>	<b>1,201</b>	<b>73%</b>	<b>6%</b>
<b>PERCENTAGE OF TOTAL</b>		<b>73%</b>	<b>6%</b>	<b>21%</b>			

NOTE: Attendance Factor (Average Daily Attendance ADA) is a calculation of the actual number of students in attendance per day compared to the student enrollment.

SOURCE: TISD Food Service Director Eligibility Count Report 10/19/2011 and Academic Excellence Indicator System (AEIS) Report 2010–11.

**EXHIBIT 6–10  
COMPARISON OF MEAL PARTICIPATION RATES  
TRINITY ISD TO PEER DISTRICTS  
SCHOOL YEAR 2010–11**

	TRINITY ISD	HEMPSTEAD ISD	CROCKETT ISD	WHARTON ISD	CORRIGAN-CAMDEN ISD
Number of Students*	1,192	1,500	1,452	2,218	1,034
Percentage of students economically disadvantaged 2009–10*	71.6%	73.3%	80.2%	73.1%	73.9%
Percentage Meal Participation as percentage of ADA- Breakfast	66.1%	38.9%	38.0%	27.4%	48.1%
Percentage Meal Participation as percentage of ADA- Lunch	84.3%	67.9%	76.7%	60.9%	72.9%

\*Texas Education Agency AEIS reports 2009–10 as 2010–11 reports were not available as of this review date.

SOURCE: Department of Agriculture Food and Nutrition District Profile Report 2010–11.

According to the Texas Association of School Nutrition (TASN), national studies have identified the following benefits from increased breakfast participation:

- increased attendance;
- increased student attention;
- improved student behavior;
- decreased dropout rates;
- reduced disciplinary referrals;
- increased parental and community involvement;
- reduced tardiness; and
- measurable improved test scores.

Studies conducted by the Minnesota Department of Children, Families and Learning, the University of Minnesota, and the University of Connecticut suggested that students who eat school breakfast benefit nutritionally and educationally. According to the study's results, students eating breakfast at school said they feel good, are happy, and are more alert during the day. Conversely, students who do not eat school breakfasts say that they feel bad, are angry, sick, and bored throughout the school day. The study revealed that students who eat breakfast experience the following benefits:

- have increased math and reading scores;
- have fewer visits to school nurses; and
- have improved classroom behavior.

TISD should develop and implement alternative breakfast options. These could include programs such as bus stop grab-n-go bags and breakfast in the classroom. This would ensure

that all students in the schools would receive breakfast. It would also promote increased breakfast participation. The district should also educate teachers about the effects not eating breakfast has on children and launch a campaign to educate students and their families about the benefits of eating a healthy breakfast. The district has many communication venues that the Child Nutrition Department could use at no cost. For example, the monthly meal menus, each school's newsletters, and the district's website.

It should be noted that increases in National School Breakfast Program reimbursements would require the state to contribute its matching portion to TISD. **Exhibit 6–11** shows the meal reimbursement rates for 2010–11 while **Exhibit 6–14** shows that the district could recognize an additional \$8,491 net revenues in the first year and \$73,202 by year five if breakfast participation for reduced and full priced students increased to 70 percent. **Exhibit 6–12** and **Exhibit 6–13** are the calculations of potential breakfasts based upon student eligibility and the 2010–11 actual participation.

**Exhibit 6–12** shows that TISD could serve up to 137,711 free breakfasts, 11,132 reduced price breakfasts and 39,214 full priced breakfasts if all students in attendance participated

**EXHIBIT 6–11  
SCHOOL LUNCH AND BREAKFAST REIMBURSEMENT RATES  
SCHOOL YEAR 2011–12**

MEAL TYPE	REGULAR	SEVERE NEED
Paid	\$0.27	\$0.27
Reduced	\$1.21	\$1.50
Free	\$1.51	\$1.80

SOURCE: USDA Food & Nutrition Services Federal Register Vol. 75, No. 137 Monday July 20, 2011.

**EXHIBIT 6–12**  
**MAXIMUM BREAKFASTS CALCULATION**  
**SCHOOL YEAR 2010–11**

SCHOOL	ATTENDANCE FACTOR	ACTUAL ELIGIBILITY				MAXIMUM MEALS WITH 100% ATTENDANCE			MAXIMUM MEALS WITH ACTUAL ATTENDANCE		
		FREE	REDUCED	PAID	TOTAL	FREE	REDUCED	PAID	FREE	REDUCED	PAID
Trinity High School	0.83	196	14	87	297	34,692	2,478	15,399	28,794	2,057	12,781
Trinity Middle School	0.95	108	11	60	179	19,116	1,947	10,620	18,160	1,850	10,089
Trinity Intermediate	0.83	154	13	6	173	27,258	2,301	1,062	22,624	1,910	881
Lansberry Elementary	0.91	423	33	96	552	74,871	5,841	16,992	68,133	5,315	15,463
<b>TOTALS</b>		<b>881</b>	<b>71</b>	<b>249</b>	<b>1,201</b>	<b>155,937</b>	<b>12,567</b>	<b>44,073</b>	<b>137,711</b>	<b>11,132</b>	<b>39,214</b>

NOTE: Attendance Factor (Average Daily Attendance ADA) is a calculation of the actual number of students in attendance per day compared to the student enrollment.

SOURCE: Student population is based upon AEIS report 2010–11, attendance factor based on TISD participation reports 2010–11 and eligibility based Trinity ISD Meal Count by Student 2010–11.

in the breakfast program each day. This calculation is based using the Texas Education Agency Academic Excellence Indicator System (AEIS) report for 2010–11 to determine the number of students enrolled at each school, the TISD Eligibility by Meal Count report, and the TISD daily participation reports with attendance factor, to determine the most meals that could be served each day.

**Exhibit 6–13** shows the additional meals that could be served by category by year as TISD increases breakfast participation to 70 percent. The zeros reflect that TISD is already exceeding the threshold in the respective category and, therefore, these are not counted in the totals.

Implementing this recommendation could result in an annual net increase in revenues of \$73,202 over five years (see **Exhibit 6–14** for detailed calculations).

**EXHIBIT 6-13**  
**ADDITIONAL MEALS PHASED IN APPROACH**  
**SCHOOL YEAR 2010-11**

**Estimating Additional Meals at 50% Average Daily Participation per Meal Category for all Campuses (Year 1)**

School	ACTUAL MEALS SERVED (SOURCE: MEAL PARTICIPATION RATES 10-11)			MAX MEALS WITH ACTUAL ATTENDANCE (SOURCE: EXHIBIT 6-12)			50% TARGET			TOTAL NOT SERVED		
	FREE	REDUCED	PAID	FREE	REDUCED	PAID	FREE	REDUCED	PAID	FREE	REDUCED	PAID
Trinity High School	16,596	761	1,416	28,794	2,057	12,781	14,397	1,028	6,391	0	267	4,975
Trinity Middle School	21,376	609	400	18,160	1,850	10,089	9,080	925	5,045	0	316	4,645
Trinity Intermediate	11,938	434	628	22,624	1,910	881	11,312	955	441	0	521	-187
Lansberry Elementary	58,448	625	1,240	68,133	5,315	15,463	34,066	2,658	7,731	0	2,033	6,491
<b>TOTALS</b>	<b>108,358</b>	<b>2,429</b>	<b>3,684</b>	<b>137,711</b>	<b>11,132</b>	<b>39,214</b>	<b>68,856</b>	<b>5,566</b>	<b>19,607</b>	<b>0</b>	<b>3,137</b>	<b>15,923</b>

**Estimating Additional Meals at 60% Average Daily Participation per Meal Category for all Campuses (Year 2)**

School	Actual Meals Served (Source: Meal Participation Rates 10-11)			Max Meals with Actual Attendance (Source: Exhibit 6-12)			60% Target			Total Not Served		
	Free	Reduced	Paid	Free	Reduced	Paid	Free	Reduced	Paid	Free	Reduced	Paid
Trinity High School	16,596	761	1,416	28,794	2,057	12,781	17,277	1,234	7,669	681	473	6,253
Trinity Middle School	21,376	609	400	18,160	1,850	10,089	10,896	1,110	6,053	0	501	5,653
Trinity Intermediate	11,938	434	628	22,624	1,910	881	13,574	1,146	529	1,636	712	-99
Lansberry Elementary	58,448	625	1,240	68,133	5,315	15,463	40,880	3,189	9,278	0	2,564	8,038
<b>TOTALS</b>	<b>108,358</b>	<b>2,429</b>	<b>3,684</b>	<b>137,711</b>	<b>11,132</b>	<b>39,214</b>	<b>82,627</b>	<b>6,679</b>	<b>23,529</b>	<b>2,317</b>	<b>4,250</b>	<b>19,845</b>

**Estimating Additional Meals at 70% ADP per Meal Category for all Campuses (Years 3-5)**

School	Actual Meals Served (Source: Meal Participation Rates 10-11)			Max Meals with Actual Attendance (Source: Exhibit 6-12)			70% Target			Total Not Served		
	Free	Reduced	Paid	Free	Reduced	Paid	Free	Reduced	Paid	Free	Reduced	Paid
Trinity High School	16,596	761	1,416	28,794	2,057	12,781	20,156	1,440	8,947	3,560	679	7,531
Trinity Middle School	21,376	609	400	18,160	1,850	10,089	12,712	1,295	7,062	0	686	6,662
Trinity Intermediate	11,938	434	628	22,624	1,910	881	15,837	1,337	617	3,899	903	-11
Lansberry Elementary	58,448	625	1,240	68,133	5,315	15,463	47,693	3,721	10,824	0	3,096	9,584
<b>TOTALS</b>	<b>108,358</b>	<b>2,429</b>	<b>3,684</b>	<b>137,711</b>	<b>11,132</b>	<b>39,214</b>	<b>96,398</b>	<b>7,792</b>	<b>27,450</b>	<b>7,459</b>	<b>5,363</b>	<b>23,766</b>

NOTE: Target meals are calculated as maximum meals with actual attendance x the target percentage. Total not served is the target number of meals less actual meals served.

SOURCE: TISD daily participation reports.

**EXHIBIT 6-14**  
**POTENTIAL INCREASED BREAKFAST REVENUES**  
**SCHOOL YEAR 2010-11**

	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
	50% PARTICIPATION	60% PARTICIPATION	70% PARTICIPATION	70% PARTICIPATION	70% PARTICIPATION
USDA Revenue:	\$9,055	\$15,930	\$26,183	\$26,183	\$26,183
Student Revenue:	\$20,920	\$25,897	\$33,412	\$33,412	\$33,412
Food Costs (New Meals):	(\$18,298)	(\$23,131)	(\$40,009)	(\$40,009)	(\$40,009)
Labor Costs (New Meals):	(\$3,186)	(\$3,186)	(\$3,186)	(\$3,186)	(\$3,186)
<b>Annual Net:</b>	<b>\$8,491</b>	<b>\$15,511</b>	<b>\$16,400</b>	<b>\$16,400</b>	<b>\$16,400</b>
<b>Cumulative Total:</b>	<b>\$8,491</b>	<b>\$24,002</b>	<b>\$40,402</b>	<b>\$56,802</b>	<b>\$73,202</b>

## NOTES:

(1) Number of students eligible by category 2011-12 X number of breakfast days as per Texas Department of Agriculture National School Lunch and Breakfast Programs - Daily Report.

(2) Potential annual lost revenue = potential breakfasts based upon average daily attendance and number of student by category - annual breakfasts served X USDA breakfast reimbursement rate + student revenues.

(3) Food cost based upon average breakfast cost per meal served October 2011.

(4) Labor cost based upon assigning 1 hour more per day for 177 days to one cafeteria worker per two schools per day.

SOURCES: TISD Texas Department of Agriculture National School Lunch and Breakfast Programs - Daily Report, review team calculations.

## FISCAL IMPACT

Some of the recommendations provided in this report are based on state or federal laws, rules or regulations, and should be promptly addressed. Other recommendations are based on comparisons to state or industry standards, or accepted best practices, and should be reviewed to determine the level of priority, appropriate timeline, and method of implementation.

RECOMMENDATION	2012-13	2013-14	2014-15	2015-16	2016-17	TOTAL 5-YEAR (COSTS) OR SAVINGS	ONE TIME (COSTS) OR SAVINGS
34. Develop electronic tools and implement all features of the food service point-of-sale system.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
35. Develop financial reports to enhance financial controls, monitoring of operations, and accountability of cafeteria managers.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
36. Develop and implement alternative breakfast options.	\$8,491	\$15,511	\$16,400	\$16,400	\$16,400	\$73,202	\$0
<b>TOTALS</b>	<b>\$8,491</b>	<b>\$15,511</b>	<b>\$16,400</b>	<b>\$16,400</b>	<b>\$16,400</b>	<b>\$73,202</b>	<b>\$0</b>



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# **CHAPTER 7**

# **TRANSPORTATION**

**TRINITY INDEPENDENT SCHOOL DISTRICT**

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## CHAPTER 7. TRANSPORTATION

Chapter 34 of the Texas Education Code authorizes, but does not require, Texas school districts to provide transportation for students in the general population to and from home and school, school and career and technology training locations, and extracurricular activities. The federal Individuals with Disabilities Education Act (IDEA) requires that a school district provide transportation for students with disabilities if the district also provides transportation for students in the general population, or if students with disabilities require transportation to special education services. The federal McKinney-Vento Act requires school districts to provide transportation for homeless students to their school of origin even if the student no longer lives within the district.

Trinity Independent School District (TISD) services the geographic area around the City of Trinity and in Trinity County. The Transportation Department is managed by an operations director. Buses are staged at a single operating location and are driven by school district employees. The mix of employees includes part-time bus drivers, bus drivers who also work in other departments, and part-time bus monitors. According to the Texas Education Agency's (TEA) 2009–10 transportation report, the district reported 629 total students eligible for transportation allotment and a total of 143,570 miles.

The review team identified and surveyed peer districts for comparison purposes to TISD. Transportation cost and service data for the 2009–10 reporting year indicates that the department is cost effective when compared to peers based on the annual cost per transported student and the annual cost per active route bus. Additional operational indicators

that provide insight into the efficiency of the routing scheme also indicate that even prior to routing changes in the school year 2010–11, TISD was comparatively efficient. It is important to note that TISD and its peer districts are limited in scope and scale and thus are likely to have fewer options to increase efficiency. Consequently, several basic measures are used to assess operational performance. **Exhibit 7–1** summarizes the performance of TISD and its peer districts relative to several key macro-level indicators of operational efficiency.

**Exhibit 7–1** demonstrates that on a per student and a per bus basis, TISD is cost effective relative to peer districts. However, the operational efficiency indicators of buses per 100 students and students per bus indicate lower levels of efficiency. The revisions to the routing scheme put in place for school year 2011–12 have reduced the buses per 100 students to approximately 1.8 and increased the students per bus to approximately 55. This is a significant increase in efficiency that will also result in reductions in total cost.

Transportation funding for regular program students is provided using the preceding school year's linear density and cost per mile. Cost per mile is calculated based on data submitted in the School Transportation Route Services Report and the Student Transportation Operations Report. Linear density of bus routes is determined based on the number of regular riders carried per mile of regular bus route during the school year. The amount that a district is reimbursed is based on the lower between the actual cost per mile or the maximum amount determined in one of the seven density groupings TEA has established. **Exhibit 7–2** summarizes the density groups.

**EXHIBIT 7–1  
TISD AND PEER DISTRICTS OPERATIONAL EFFICIENCY INDICATORS**

DISTRICT	TOTAL EXPENDITURES	TOTAL BUSES	TOTAL STUDENTS	COST PER STUDENT	ANNUAL COST PER BUS	BUSES PER 100 STUDENTS	STUDENTS PER BUS
Trinity ISD	\$402,663	23	629	\$640	\$17,507	3.66	27
Corrigan-Camden ISD	\$582,322	21	736	\$791	\$27,730	2.85	35
Crockett ISD	\$620,000	24	826	\$751	\$25,833	2.91	34
Hempstead ISD	\$512,465	21	743	\$690	\$24,403	2.83	35
Wharton ISD	\$890,239	31	950	\$937	\$28,717	3.26	31

SOURCE: Texas Education Agency 2009–10 Operations Report and Vehicle Summary.

**EXHIBIT 7–2  
TEXAS EDUCATION AGENCY DENSITY GROUPINGS  
SCHOOL YEAR 2010–11**

LINEAR DENSITY GROUP	MAXIMUM ALLOTMENT PER MILE
2.40 and above	\$1.43
1.65 to 2.399	\$1.25
1.15 to 1.649	\$1.11
0.90 to 1.149	\$0.97
0.65 to 0.899	\$0.88
0.40 to 0.649	\$0.79
Up to 0.399	\$0.68

SOURCE: Texas Education Agency, School Transportation Allotment Handbook, Effective School Year 2010–11.

TEA allocated a total of \$151,874 in state funding compared to total operating costs of \$402,664 (38 percent). TISD’s cost per mile in school year 2010 was \$1.85, and its linear density value was 1.210. As a result, TISD’s transportation allotment is based on \$1.11 per mile. A total of \$101,624 was allocated for regular programs. Special program funding is provided based on a maximum allotment rate set by the legislature. The maximum allotment per mile rate in school year 2010 was \$1.08 per mile. As with the regular program, the funding received is the lesser of the legislative maximum rate or the district’s preceding school year’s cost per mile for special program. In school year 2009, the funding received was based on the district’s 2009 cost per mile of \$0.98. The district received a total of \$50,250 for special programs.

**ACCOMPLISHMENTS**

- Transition to internal management has allowed for cost savings over the previously contracted services.
- Revisions to the bus routing scheme have more appropriately accommodated student demographics and improved operational efficiency.
- Creation of a process to regularly count students and assess ridership has helped with evaluating cost and operational efficiency.

**FINDINGS**

- Operational documentation of bus routes for purposes of developing student rosters and state reporting is inadequate.

- Changes in discipline management have introduced inconsistency in both expectations and enforcement of school and bus discipline.
- Procedure infrastructure has not been customized to local conditions, particularly as it relates to high impact incidents such as missing children, accident management, and other emergencies.
- Documentation of fleet maintenance services is limited and inadequate for maintenance analysis.
- The existing pre-trip inspection process is not performed or documented in a manner consistent with regulatory requirements.
- Fleet replacement procedures have improved but lack additional structure.

**RECOMMENDATIONS**

- **Recommendation 37: Revise the bus route documentation process to ensure consistency with TEA reporting requirements.**
- **Recommendation 38: Reevaluate discipline management for transportation-related incidents including the use of functioning cameras on school buses.**
- **Recommendation 39: Enhance the policy and procedure infrastructure to define expected response to critical incidents.**
- **Recommendation 40: Establish a process that more fully documents fleet maintenance service expectations and performance.**
- **Recommendation 41: Improve the pre-trip inspection process to ensure compliance with regulations and that the forms are being properly retained as required.**
- **Recommendation 42: Establish a formalized replacement planning procedure that dictates the time and/or mileage period when buses should be replaced.**

## DETAILED ACCOMPLISHMENTS

### **TRANSITION TO INTERNAL MANAGEMENT**

Transition to internal management has allowed for cost savings over the previously contracted services. TISD transitioned from outsourced management of its maintenance and transportation operations for school year 2010–11. A cost-benefit analysis that focused on annual contract costs versus the cost of employing a joint Operations Manager was conducted. Given that the primary contract costs were personnel related, TISD estimated the cost of establishing an in-district cost for the Operations Manager position and allocated the cost of this position proportionally to transportation and maintenance. This estimated cost (inclusive of salary and benefits) was then compared to the total contract cost to assess the total savings potential. The results of the analysis indicated significant savings (approximately \$117,000 annually for transportation and maintenance operations) could be realized with this transition. The process of regularly reviewing internally and externally provided services in order to identify opportunities to reduce cost or increase value is an important component of active financial management of operations.

### **REVISIONS TO THE BUS ROUTING SCHEME**

Revisions to the bus routing scheme have more appropriately accommodated student demographics and improved operational efficiency. TISD recently consolidated its bus routing scheme and eliminated four routes. These routes were of limited duration and served a limited population. District management recognized that combining both in-town and out-of-town routes would allow for improved use of available seating capacity while also reducing total cost. In addition to consolidating the routes, the methodology used to pay drivers for the service was also revised. The compensation strategy transitioned from a fixed rate per route to an hourly rate for services. Previous rates for selected routes were as high as nearly \$40 per hour and were being paid for routes that were approximately one hour long. Changes to the compensation process will result in both real cost reductions and a reduction of unit costs (costs per route). The cost benefit analysis projected that a total of approximately \$16,000 would be saved as a result of the implementation of these two strategies.

### **STUDENT RIDERSHIP COUNTS**

Creation of a process to regularly count students and assess ridership has helped with evaluating cost and operational efficiency. TISD's process of weekly student counts exceeds

the TEA requirement of the allotment process. Drivers count students as they depart the bus in the morning and board the bus in the afternoon based on established seating charts for each route. These counts are recorded on a weekly attendance form that identifies each student assigned to a route and provides a box to identify morning and afternoon ridership. This rider manifest is also used to reconcile the seating charts that are created for each bus route. This effort has been used to rationalize bus route assignments during the route revision process. The regular reconciliation of the number of planned riders versus actual riders provides a useful dataset to evaluate cost and operational efficiency.

## DETAILED FINDINGS

### **BUS ROUTE DOCUMENTATION (REC. 37)**

Operational documentation of bus routes for purposes of developing student rosters and state reporting is inadequate. Bus route documentation is both limited and incomplete due to the process used to collect the data. Each student is provided with a Transportation Student Data form that is to be completed and returned to the bus driver. The form is designed to capture data including address, emergency contact information, special needs information, alternative pickup and dropoff requests, and other special instructions. Bus drivers are expected to retain these forms on the bus in the event of an incident where student rosters and contact information is required.

The primary concern with the current approach is the lack of compliance among the transported population. Only about 70 percent of students transported actually return the forms to bus drivers. This lack of compliance could result in a situation where student information or emergency contact information is unavailable in the event of an incident. Additionally, this process improperly places the burden of monitoring compliance with submission requirements on the bus driver rather than on transportation management staff who should be responsible for overseeing operations. A secondary concern relative to this approach to transportation data management is that much of the data captured is redundant. Student information is already captured in the student information system and there is no procedure to ensure that information submitted on the transportation form is consistent with existing records. Therefore, it is likely that inconsistencies may exist between the two data sources. This probability is a significant concern in the event of an incident where contact information is required immediately.

The student data management process is an important component of the overall bus route development and documentation process. The student data is used to build the rider rosters and route descriptions that are required by statute and the School Transportation Allotment procedures (Allotment). The current student data management process does not adequately address the following requirement from paragraph 7 of the *School Transportation Allotment Handbook, Effective School Year 2010–2011* in either form or content:

7. *Eligible Rider Rosters: A route that provides service to eligible regular, special, CTE, and private program students as defined in section I must have an official roster of eligible riders while the route is in operation. The roster shall be accurately maintained by the district or its designated contractor. A roster shall be developed at the time the route begins operation and kept updated as changes occur. A roster shall not include names of students that are not eligible riders, for example, students who are inter-district voluntary transfer students or less-than-two-mile students who do not reside in a board-designated hazardous traffic area. Each roster shall include:*

- a. *the assigned route identification number or name (as shown on the official route description); and*
- b. *each eligible rider's name and grade level or home campus.*

*Note: For regular program routes, if the route provides service to two-or-more-mile students and hazardous-traffic-area students, the roster must clearly differentiate between the two types of eligible riders, indicating which students are hazardous traffic area eligible. (This is not applicable to Curriculum/Academic route service which occurs between campuses or instructional sites during the school day.)*

TISD's recent realignment of its bus routes to improve efficiency was conducted using the long established bus stops that have existed in the district. The limited changes to stop locations and the familiarity of bus drivers with the district have resulted in limited formal documentation of bus routes. In conjunction with the route changes conducted in school year 2009–10, TISD conducted a formal "turn-by-turn" analysis of bus routes as required by the Allotment process. The following language describes the expectations of route descriptions from paragraph 9 of the *School Transportation Allotment Handbook, Effective School Year 2010–2011*:

9. *Route Descriptions: All routes that provide service to eligible regular, special, CTE, and private program students as defined in Section I must have an official turn-by-turn route description for each route while the route is in operation. Route descriptions shall be accurately maintained by the district or its designated contractor. Route descriptions shall be developed at the time the route begins operation and kept updated as needed...*

This information was not available and an updated description had not been performed for school year 2011–12 at the time of the review.

The district should revise the bus route documentation process to ensure consistency with TEA reporting requirements. Ensuring compliance with TEA submission requirements necessitates revisions to the current student data management process. TISD should use the student database to provide the Transportation Department with the needed data (primarily student name, physical address, grade, and school assignment) to assign students to bus stops. The use of the student information system would ensure that there is a single source for student data, would ensure that all students who are transported are identified on route rosters, and would reduce the staff time required to manage transportation data and develop the required route rosters. A secondary task would then be to update the "turn-by-turn" route descriptions as required by the Allotment process.

TISD had previously used transportation management software for some aspects of data management. For school year 2011–12, the decision was made to discontinue the use of the software due to a lack of staff to administer and manage the product. The limited scope of TISD operations and opportunities for efficiency may not, by themselves, justify expenditures for software. However, on-going use of transportation software would support improvements to the rider roster and route description processes.

TISD should revisit the cost of software use with an emphasis on creating an electronic interface between the transportation software and the student information system. This interface would help mitigate the amount of staff time required to manage the data and the associated total cost of ownership of the software. The primary responsibility for developing the interface will have to be with either technology staff in the district or the software vendor. The annual maintenance fees previously paid to the vendor provided for maintenance of a data integration module, which would indicate this can be developed at limited to no cost.

Clerical staff would then reassign students to new bus stops and connect the stops to reflect the new bus routes. Given the limited changes to stop locations across the district this should not require any significant commitment of staff time. It is likely that training time to familiarize staff with the product will represent the predominance of the time required. Approximately 40 hours of total time would be necessary for training and to reestablish the routes in the software. Approximately 5 hours per week of existing staff time would be required to adequately maintain student and route lists to support the reporting process.

### **DISCIPLINE MANAGEMENT (REC. 38)**

Changes in discipline management procedures have caused inconsistencies between both expectations and enforcement of school and bus discipline. TISD has established a student code of conduct that addresses school district expectations including when riding in district vehicles. Additionally, the student handbook details additional behavioral expectations specific to the school bus. The district stated that it had researched manuals from other school districts regarding discipline on buses. TISD transitioned responsibility for discipline management on the buses to the Transportation Department in school year 2010–11. Previously, schools determined punishment for violation of school bus rules and notice was provided to the bus driver and parents through the use of the Transportation Misconduct Report completed by the bus driver. The form is multi-page and captures basic information on the student, the infraction, and specific remarks from the driver. The transition retained the use of the form and made the operations manager responsible for coordinating the response. The form is adequate for both reporting and record keeping.

The primary concern with the current process is that it separates school bus discipline expectations from those of the classroom. The idea of the “school bus as an extension of the classroom” has been implemented in many school districts to ensure consistency in both expectations and penalties for all stakeholders. Enforcement of the Student Code of Conduct and related behavioral expectations should be transferred back to the schools to ensure that confusion and inconsistency are minimized.

Cameras on the school bus are one of the primary tools used to support discipline management. The district’s Student Discipline policy specifically references the use of cameras on school buses “for purposes of safety, including the maintenance of order and discipline in common areas of the

school or on school buses.” Most buses are equipped with camera boxes, but not all buses are equipped with working cameras. The cameras in use are Video Home System (VHS) that use and reuse older tapes. This system provides erratic results as the tapes are regularly reused resulting in degradation of tape fidelity. Continued use of the VHS tape system is unsustainable as parts and equipment become more difficult to obtain.

TISD should reevaluate discipline management for transportation-related incidents including the use of functioning cameras on school buses. Responsibility for student discipline should be a more collaborative process between the schools and transportation. Integrating the expectations and requirements such that students have the same expectations on the bus as they do in the classroom will ensure consistency across all school activities. Management of the process can remain with transportation so long as the penalties, reporting, and follow-up procedures are consistent across the district. Part of this implementation should include installing a digital camera system on the buses. Installation of digital cameras on each bus would cost approximately \$1,000 to \$2,000 per bus. A phased approach to installation where two buses per year are outfitted with cameras would mitigate the impact on any one budget year (assuming a mid-point of the projected cost at \$1,500 per unit, the total annual cost would be \$3,000). The use of a phased approach would allow for the development of an implied replacement schedule. Reductions in insurance premiums may also assist in offsetting the cost of installation.

### **POLICY AND PROCEDURE MANUAL (REC. 39)**

Procedure infrastructure has not been customized to local conditions, particularly as it relates to high impact incidents such as missing children, accident management, and other emergencies. TISD has developed a selection of policy documentation for transportation services. The current documentation addresses concerns such as eligibility, funding, hazard areas, and alternative address transportation. While limited, the policies provide a reasonable approach to service definition for a small operation such as TISD. However, the expected response to aspects of the operation that represent high stress, low incidence concerns (i.e., accidents, missing children, school lockdowns, etc) are not formally documented.

The district should enhance the policy and procedure infrastructure to define expected response to critical incidents. The Transportation Department should document

procedures for school bus accidents; breakdowns that occur outside of district boundaries; missing students; and emergency/lockdown events. The procedure statements should detail the specific tasks and/or action bus drivers, transportation managers, school administrators, and district administrators are expected to take in the event of one of these incidents. Documenting response expectations will ensure that the school district realizes the outcomes it expects during these difficult incidents.

This recommendation can be implemented with existing resources.

**FLEET MAINTENANCE SERVICE DOCUMENTATION (REC. 40)**

Documentation of fleet maintenance services is limited and inadequate for maintenance analysis. Effective fleet maintenance services are a critical component of overall transportation efficiency. Regular and consistent maintenance of a school bus fleet helps promote student safety while minimizing operating cost and vehicle replacement requirements. Maintenance programs can be effective by establishing a desired array of services, document the provision of the services, and regularly assess the method used to provide the services.

TISD has not developed a formally documented maintenance program that details what services are to be provided, the increments of time or miles between services, or how maintenance services are used to assist the replacement process. The preventive maintenance program is managed using the fueling logs that are maintained and a 5,000 mile service interval. The specific services to be performed at each service level are not formally documented by TISD or the bus maintenance contractor. Primary documentation of service requests are placed on the Transportation Repair Request form, a general form that identifies major systems on a vehicle and allows drivers to provide additional information on broken or defective parts. The maintenance contractor is provided a section of the form to identify the repair that was completed, when the repairs were performed, and the amount of time required to complete the repairs. The repair request form is matched against the maintenance contractor's invoice prior to payment. A review of invoices indicated that the information provided includes a general description of the services provided and the total cost. No specific breakout of labor and materials costs or parts used is provided on the invoice.

The fleet maintenance documentation process is insufficient to maintain a full and effective history of maintenance services. The invoices submitted by the maintenance contractor are filed monthly as part of the normal invoice processing. This approach greatly complicates any vehicle repair history analysis as it would require a review of each monthly folder of invoices to select the specific invoices for the vehicle in question. For a school bus of average age (8 years at TISD), this effort would require reviewing the contents of as many as 96 monthly folders to locate the invoices necessary to conduct any analysis.

TISD should establish a process that more fully documents fleet maintenance service expectations and performance. This process should include a maintenance program for its school buses that details the types of services to be performed, when the services are to be performed and how the services will be recorded for review by management. These schedules are typically determined by documentation provided by school bus manufacturers and analysis of previous maintenance failures. Documentation of the maintenance schedule will require staff time to review the recommended intervals from each of the bus manufacturers in the current fleet. These recommendations would then be combined into a single schedule to be used in the fleet.

The Transportation Department should begin a process that establishes a single folder for each vehicle that aggregates all maintenance services and other relevant documents such as vehicle title, licensing, and inspection records. The department should also require greater service level detail on invoices submitted by the maintenance contractor. The additional data required should include parts used, labor hours on each task included on the invoice, and warranty information on both parts and services.

This recommendation can be implemented with existing resources.

**PRE-TRIP INSPECTION PROCESS (REC. 41)**

The existing pre-trip inspection process is not performed or documented in a manner consistent with regulatory requirements. Pre-trip inspection of buses is required as part of the Commercial Driver License and is an important component of an effective maintenance program. TISD has established the Transportation Repair Request form for pre-trip inspections. This form serves as the mechanism to comply with the requirements of the Commercial Driver License and as the documentation to be provided to the maintenance contractor. The form is limited in its scope in

that it does not specifically identify any of the specific points of emphasis for school bus inspections. There was also a broader pre-trip inspection document prepared by TISD, but it had not been incorporated into the inspection process or form. Additionally, there were no clear indications that drivers were completing these forms or that the forms were being retained in a manner consistent with regulatory requirements.

TISD should improve the current pre-trip inspection form to ensure it meets regulatory guidelines and that the forms are being properly retained as required. The form should specifically identify the areas drivers are expected to inspect; require the driver to certify that the areas inspected are within tolerances; and provide a mechanism to ensure that the inspection reports are available in the event of an incident. Sample forms are widely available from a variety of sources including the world wide web, professional pupil transportation associations and other school districts.

This recommendation can be implemented with existing resources.

#### **BUS REPLACEMENT (REC. 42)**

Fleet replacement procedures have improved but lack additional structure. The district has not established any formal fleet management related policy or funding strategy. TISD's School Transportation Operation Report for school years 2007–08 through 2009–10 indicates an aging fleet. In the 2010 report, TISD indicated that 10 vehicles were 10 years old or older. That number had increased from 4 in school year 2007–08 and 5 in school year 2008–09. The inventory provided during the review indicated that only 2 buses were older than 10 years. This would indicate that the changes to the routing scheme have allowed the district to retire a number of older buses. **Exhibit 7–3** shows the age of a portion of buses used as part of the new routing scheme.

The table demonstrates a relatively normal distribution of vehicle model years. This type of distribution generally allows for the development of a regular and sustainable replacement plan by simplifying the cost projections associated with acquiring new buses. However, the bubble of 2006 and 2007 model year buses will require the district to actively manage this portion of the fleet. Active management implies replacing the units early or retaining them for a limited period beyond the desired retention cycle. By doing this the number of new buses that must be purchased annually can remain relatively stable, allowing the district to maintain a more predictable

#### **EXHIBIT 7–3 TISD FLEET AGE**

<b>ROUTE #</b>	<b>MODEL YEAR</b>
Route 10	1999
Route 9	2002
Route 4	2004
Route 5	2006
Route 29	2006
Route 1	2007
Route 2	2007
Route 11	2007
Route 3	2008
Route 6	2008
Route 8	2012

Source: TISD Transportation Department, 2011.

asset replacement schedule and establish a sustainable method of financing.

TISD does not specifically designate funding for fleet replacement in a given year. Funding for new buses is generally considered on an annual basis rather than as part of a long-term replacement strategy. In recent years, the district has done an excellent job of providing funding for the purchase of vehicles. While the units purchased are not always new, the purchases made have had the effect of reducing the age of the fleet. Providing regular, long-term replacement funding is an excellent practice adding a structure to provide consistency.

The district should establish a formalized replacement planning procedure that dictates the time and/or mileage period when buses should be replaced. Industry guidelines provided in a 2002 position paper by the National Association of State Directors of Pupil Transportation suggests a 12 to 15-year guideline for large buses and 8 to 10 years for smaller buses. Starting with these guidelines, the district should establish age and mileage replacement criteria for the school bus fleet. Assuming a 12-year cycle, this practice would require TISD to replace approximately one bus per year to accommodate the current route array. Annual expenditure requirements can only be determined after the plan is developed and the most appropriate method of financing determined.

**FISCAL IMPACT**

Some of the recommendations provided in this report are based on state or federal laws, rules or regulations, and should be promptly addressed. Other recommendations are based on comparisons to state or industry standards, or accepted best practices, and should be reviewed to determine the level of priority, appropriate timeline, and method of implementation.

<b>RECOMMENDATION</b>	<b>2012-13</b>	<b>2013-14</b>	<b>2014-15</b>	<b>2015-16</b>	<b>2016-17</b>	<b>5-YEAR (COSTS) OR SAVINGS</b>	<b>ONE TIME (COSTS) OR SAVINGS</b>
37. Revise the bus route documentation process to ensure consistency with TEA reporting requirements.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
38. Re-evaluate discipline management for transportation-related incidents including the installation of functioning cameras on school buses.	(\$3,000)	(\$3,000)	(\$3,000)	(\$3,000)	(\$3,000)	(\$15,000)	\$0
39. Enhance the policy and procedure infrastructure to define expected response to critical incidents.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
40. Establish a process that more fully documents fleet maintenance service expectations and performance.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
41. Improve the pre-trip inspection process to ensure compliance with regulations and that the forms are being properly retained as required.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
42. Establish a formalized replacement planning procedure that dictates the time and/or mileage period when buses should be replaced.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>TOTALS</b>	<b>(\$3,000)</b>	<b>(\$3,000)</b>	<b>(\$3,000)</b>	<b>(\$3,000)</b>	<b>(\$3,000)</b>	<b>(\$15,000)</b>	<b>\$0</b>

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# **CHAPTER 8**

# **COMPUTERS AND TECHNOLOGY**

**TRINITY INDEPENDENT SCHOOL DISTRICT**

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## CHAPTER 8. COMPUTERS AND TECHNOLOGY

Throughout the world, exponential growth and use of technology has transformed every aspect of our daily lives. In response, educational institutions must be prepared and equipped to provide its students the opportunity to learn and gain technology skills that will allow them to be competitive in the new global marketplace. Trinity Independent School District (TISD) believes in providing every student with equal opportunity in using technology to enhance the learning experience, and teaching them that effective use of technology is a life-long skill. TISD offers a wide variety of computing, networking, and telecommunications resources and services to its administrators, teachers, students, and parents to facilitate learning and skills development.

TISD's Information Technology Department (IT) is responsible for implementing and maintaining the technology infrastructure and telecommunications capabilities of the district. For infrastructure, this responsibility includes allocation, maintenance, and support of the physical (wired and wireless) network, servers, desktop and laptop computers, printers, network devices, applications, and databases. For telecommunications, this responsibility includes allocation, maintenance and support of the telephone circuits, telephones, telecommunications servers, Internet circuits, firewalls, content filters, and gateways. In coordination with the Director of Curriculum and Instruction, IT supports technology professional

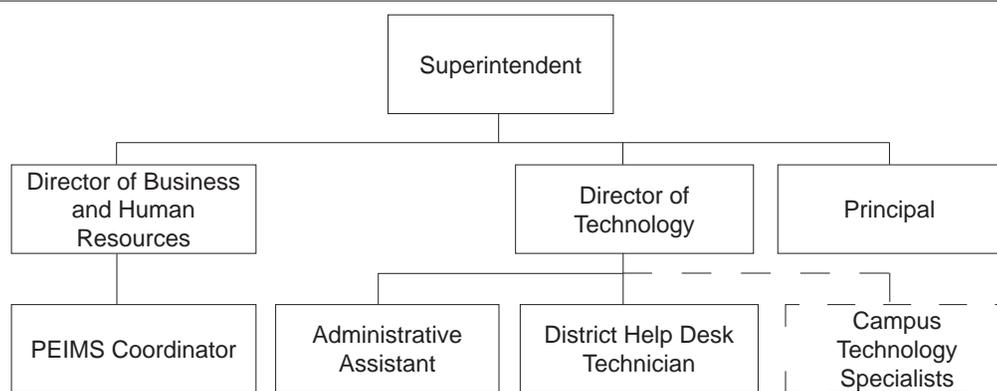
development by conducting needs assessments, and developing and implementing training programs.

TISD's IT Department is headed by a director of Technology who reports to the superintendent. The department is staffed by a district help desk technician and campus technology specialists who also serve as teachers and are located at each campus. The technology specialists have a dual reporting relationship between the director of Technology and the respective campus principal. The district's Public Education Information Management System (PEIMS) coordinator role is split between two employees that report to the director of Business and Human Resources. **Exhibit 8-1** depicts the TISD Information Technology and PEIMS organizations for 2011-12.

The director of Technology (director) manages the information systems and computer services for the district. His responsibilities include technology and information management, development of policies/procedures that govern technology activities, preparation and management of the district's IT budget, hardware/software acquisition and inventory control, and management of IT personnel. The director is also the primary architect of the network infrastructure implemented throughout the district.

The district help desk technician and campus technology specialists provide assistance and resolve problems related to computer and communications services. They are responsible

**EXHIBIT 8-1**  
**TISD INFORMATION TECHNOLOGY AND PEIMS ORGANIZATIONS**  
**2011-12**



NOTE: PEIMS = Public education information management system.  
SOURCE: TISD Organization Chart, October 2011.

for telephone support, technology problem evaluation and resolution, and completion of technology related work orders. In addition to technology support and teaching duties, one of the campus technology specialists also serves as the district webmaster.

The administrative assistant assists with the daily IT operational functions and provides clerical support to the director and IT staff. Responsibilities of the position include preparing and maintaining departmental records, reports and correspondence; answering calls; and processing and tracking purchase orders and payment authorizations.

The PEIMS coordinators are responsible for the collection, integration, formatting, and submission of data required according to Texas Education Agency (TEA) PEIMS Data Standards. One coordinator is responsible for student-related data and the other is responsible for financial-related data. The coordinators work closely with the campus PEIMS coordinators, Business Department, and Human Resource office staff, to ensure that required PEIMS data is input correctly and submitted in a timely manner.

The district has adopted the Texas Enterprise Information System (TxEIS) that is hosted and supported by Regional Education Service Center VI (Region 6) as its financial and student data management system. TxEIS is a web-based system that is fully integrated and supports all operational and reporting requirements for the district. TxEIS meets all compliance and reporting requirements for all state and federal agencies.

TISD's 2010–12 Technology Plan is directly aligned with the focus areas of the Texas State Board of Education (SBOE) 2006–2020 Long-Range Plan for Technology. The focus areas are:

- Teaching and Learning;
- Educator Preparation and Professional Development;
- Leadership, Administration and Instructional Support; and
- Infrastructure and Technology.

The Technology Plan reflects the district's commitment to incorporating technology into the curriculum and classroom instruction as a learning tool for educating its students and improving communication skills.

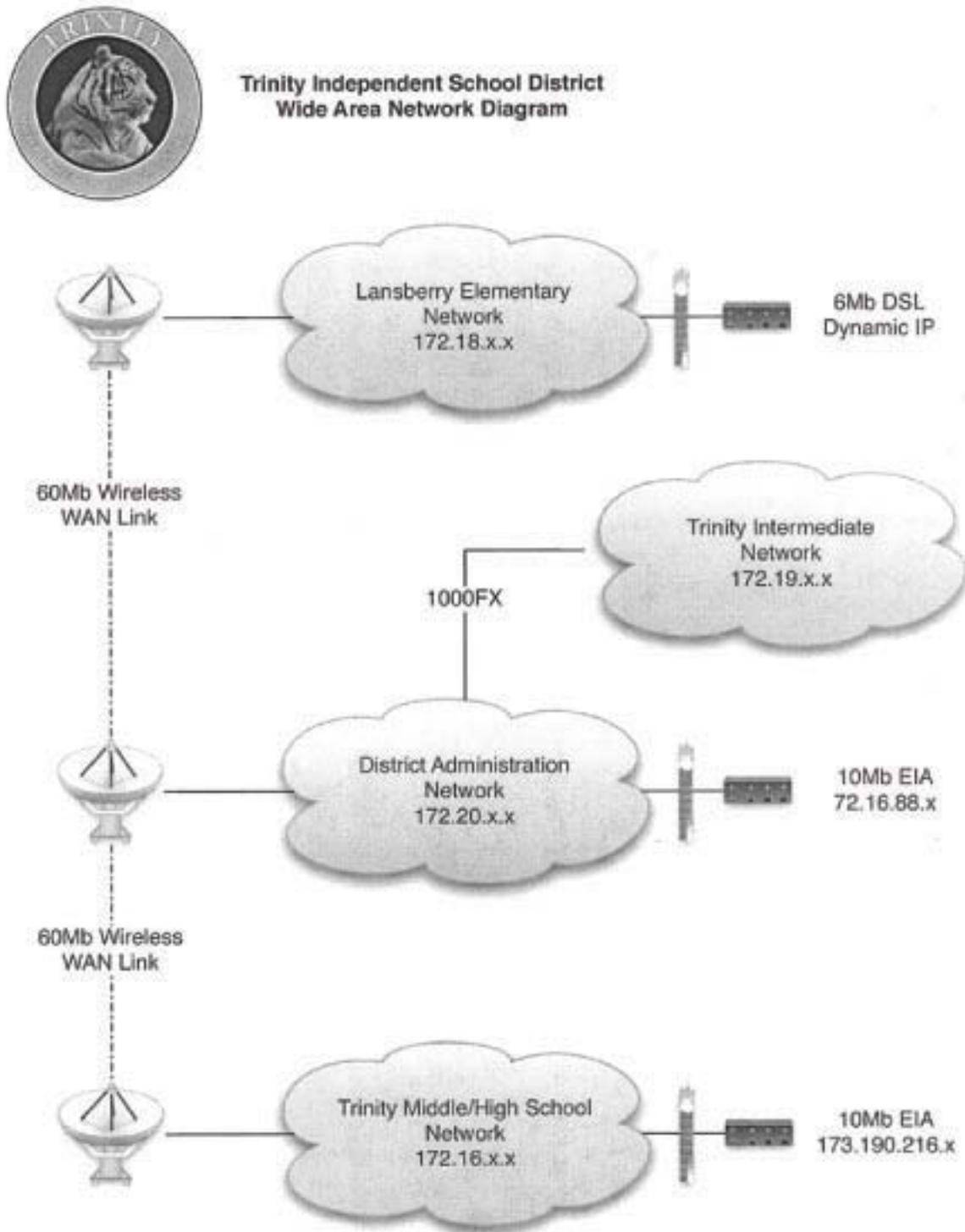
TISD's Wide-Area Network (WAN) encompasses the administration office and four campuses consisting of 22

servers and approximately 1,000 workstations connected via a high-speed 60MB wireless network interface. Each campus and administration office has a Local Area Network (LAN) installed that provides internal connectivity. Internet access is provided by multiple high speed circuits. There is a 10MB broadband connection at the administration office that serves the administration office and intermediate campus. A second 10MB broadband connection at the high school serves both the middle and high school campuses. A third connection, a 6MB dynamic DSL line, provides Internet access at the elementary campus. **Exhibit 8–2** diagrams the district's WAN and Internet access connections.

TISD's IT operational budget for school year 2010–11 is approximately \$364,592 or \$303 per student. The budget includes \$207,092 for salaries and \$157,500 for technology resources. **Exhibit 8–3** shows TISD's IT operational budget breakdown for 2010–11.

TISD has made significant progress in meeting the SBOE 2006–2020 Long-Range Plan for Technology recommendation of a student-to-computer ratio of 1:1 by 2020. There are 876 student accessible computers in the district of 1,204 students resulting in an overall student-to-computer ratio of 1.37:1. The district's high and middle school campuses have already reached the 1:1 student-to-computer ratio. **Exhibit 8–4** shows the student-to-computer ratio for all district campuses. Since 2009, the district has met the 1:1 teacher-to-computer ratio as recommended by the 2006–2020 SBOE Long-Range Plan for Technology.

**EXHIBIT 8-2  
TISD WIDE AREA NETWORK AND INTERNET ACCESS DIAGRAM**



SOURCE: TISD Information Technology Department, October 2011.

**EXHIBIT 8–3**  
**TISD INFORMATION TECHNOLOGY OPERATIONAL BUDGET**  
**2010–11**

DESCRIPTION	BUDGET
Salary/Benefits	\$207,092
Technology Equipment & Supplies	157,500
<b>Total</b>	<b>\$364,592</b>
Number of Students	1,204
Average per Student	\$303

SOURCE: TISD Information Technology Department, 2010–11 Budgets and 2010–12 Technology Plan.

**EXHIBIT 8–4**  
**TISD STUDENT-TO-COMPUTER RATIO BY CAMPUS**

CAMPUS	STUDENTS	STUDENT ACCESSIBLE COMPUTERS	STUDENT: COMPUTER RATIO
Lansberry Elementary	553	271	2.04:1
Trinity Intermediate	174	128	1.36:1
Trinity Middle School	179	157	1.04:1
Trinity High School	298	320	0.93:1
<b>DISTRICT</b>	<b>1,204</b>	<b>876</b>	<b>1.37:1</b>

SOURCE: TISD Information Technology Department, October 2011.

**ACCOMPLISHMENTS**

- TISD has effectively used grants and E-Rate funding to implement a wireless network and computing infrastructure that well positions the district to meet current and future operational and instructional technology needs.
- TISD has demonstrated a strong commitment to technology through its investment in many technological tools to enhance classroom instruction, increase administrative efficiency, and focus on technology professional development for administrators and faculty.
- TISD has installed an Audio/Visual Digital Media room at Trinity High School that provides students the opportunity to have a real-life experience in planning, producing, and delivering a live streaming video broadcast.

**FINDINGS**

- TISD's IT Department has several organizational issues surrounding the dual roles of the campus technology specialist and the lack of clarity concerning support responsibilities.
- TISD's IT Department does not have an instructional technology position to coordinate technology training and integration of technology into the curriculum.
- TISD lacks a comprehensive long-range technology plan that takes into consideration the District Improvement Plan (DIP) and incorporates a detailed replacement strategy for the district's computing hardware.
- TISD's IT Department lacks documented policies and procedures to drive operational activities and standardization.
- TISD's IT Department lacks a formal means to track and measure the effectiveness of IT support.
- TISD does not have a website that is well-designed and easy to navigate, making it a less effective tool to communicate pertinent information concerning the district.
- TISD's disaster recovery/business continuity plan is not comprehensive and does not include a secure offsite data storage and retrieval process.

**RECOMMENDATIONS**

- **Recommendation 43: Establish clearly defined roles and responsibilities for all technician positions to eliminate any confusion with authority and areas of responsibilities.**
- **Recommendation 44: Create an instructional technology coordinator position with responsibility for technology training and integration of technology into the curriculum.**
- **Recommendation 45: Review and revise the proposed long-range technology plan taking into consideration the DIP and incorporating a detailed computer replacement plan.**
- **Recommendation 46: Develop and publish policies and procedures that establish standards for IT operations.**

- **Recommendation 47: Establish measurable IT support targets and put a process/system in place to capture, monitor, and report support activity.**
- **Recommendation 48: Redesign the district's website by providing training and assigning website responsibility to an existing IT technician.**
- **Recommendation 49: Review and revise the existing disaster recovery/business continuity plan to provide more details and clarity for disaster action items.**

## DETAILED ACCOMPLISHMENTS

### NETWORK INFRASTRUCTURE

TISD has effectively used grants and E-Rate funding to implement a wireless network and computing infrastructure that well positions the district to meet current and future operational and instructional technology needs. Since 2007, TISD has received three grants based on the No Child Left Behind (NCLB), Title II, Part D grants program from the Texas Education Agency (TEA) for administrator and educator professional development, and the acquisition of computers and technology tools. The three primary goals of the NCLB, Title II, Part D grant program are:

- To improve student academic achievement through the use of technology in elementary schools and secondary schools.
- To assist every student in crossing the digital divide by ensuring that every student is technology literate by the time the student finishes the eighth grade, regardless of the student's race, ethnicity, gender, family income, geographic location, or disability.
- To encourage the effective integration of technology resources and systems with teacher training and curriculum development to establish research-based instructional methods that can be widely implemented as best practices by state and local educational agencies.

The three grants the district has received include the Professional Development for Schools, Teachers, Administrators and Regions STAR Grant (STAR), Vision 2020 – Technology Immersion Strand (Vision 2020 – Cycle 1), and Vision 2020 – Technology Immersion Strand (Vision 2020 – Cycle 2).

The purpose of the STAR grant is to provide professional development in the integration of advanced technologies, including emerging technologies, into curricula and instruction and in using those technologies to create new learning environments, such as professional development in the use of technology to:

- Access data and resources to develop curricula and instructional materials;
- Enable teachers and administrators to:
  - a. Use the Internet and other technology to communicate with parents, other teachers, principals, and administrators; and
  - b. Retrieve Internet-based learning resources; and
- Lead to improvement in classroom instruction in the core academic subjects that effectively prepare students to meet challenging State academic content standards, including increasing student technology literacy, and student academic achievement standards.

The purpose of the Vision 2020 – Cycle 1 and Cycle 2 grants is to provide schools with funding necessary to provide:

- A wireless mobile computing device for each educator and student on an immersed campus to ensure on-demand technology access at school and at home;
- Productivity, communication, and presentation software for use as learning tools;
- Online instructional resources that support the state curriculum in English language arts, mathematics, science, and social studies (all four curriculum areas are required for grant);
- Online assessment tools to diagnose students' strengths and weaknesses or to assess mastery of the core curriculum;
- Professional development for teachers to help them integrate technology into teaching, learning, and the curriculum; and
- Initial and ongoing technical and educational support.

For 2007–09, TISD received the STAR Grant for \$272,795. The grant funds were used for technology professional development and the acquisition of laptops for all administrators and teachers. For 2008–09 and 2009–10, TISD received the Vision 2020 – Cycle 1 grant for \$488,830. The grant funds were used for the 25 percent-required

professional development and acquisition of laptops for Trinity Middle School students to achieve the 1:1 student-to-computer ratio at this campus. Instructional technology tools such as Promethean boards, classroom response systems (clickers), and wireless slates were also acquired. For school years 2009–10 through 2010–11, TISD received the Vision 2020 – Cycle 2 grant for \$487,080. The grant funds were used for the 25 percent-required professional development and acquisition of laptops for Trinity High School students to achieve the 1:1 student-to-computer ratio at this campus. **Exhibit 8–5** provides a summary of grants received by TISD.

TISD actively participates in the E-Rate program governed by the Universal Services Administration Company’s School and Library Division to enhance its network and telecommunications infrastructure. The E-Rate funding cycle runs from July 1st to June 30th each year and requests for funds must be submitted annually. The district has submitted a request for E-Rate funding for 2011–12. **Exhibit 8–6** shows services requested in the 2011–12 E-Rate submission.

The main feature of TISD’s WAN infrastructure is a 60MB wireless connection located throughout the district. A 10MB broadband connection provides Internet access at each district campus except the elementary campus where a 6MB dynamic DSL link is installed. A Voice-over-Internet Protocol (VoIP) telecommunications system has been installed at all of the district’s locations. Wireless connectivity is available throughout the district. TISD uses a network firewall and Internet content filtering to keep the network secure and free from unwanted access.

**DISTRICT TECHNOLOGY COMMITMENT**

TISD has demonstrated a strong commitment to technology through its investment in many technological tools to enhance classroom instruction, increase administrative

**EXHIBIT 8–6  
TISD REQUESTED E-RATE SERVICES  
2011–12 SUBMISSION**

SERVICE	COMPONENTS
Telecommunication Services	<ul style="list-style-type: none"> <li>• Telephone service and components                             <ul style="list-style-type: none"> <li>◦ Local Telephone Service</li> <li>◦ Long Distance Telephone Service</li> <li>◦ Directory Assistance Charges</li> </ul> </li> <li>• Digital Transmission Services</li> </ul>
Internet Access	<ul style="list-style-type: none"> <li>• Distance Learning &amp; Video Conferencing</li> <li>• E-Mail Service</li> <li>• Internet Access                             <ul style="list-style-type: none"> <li>◦ Data Transmission Circuits</li> </ul> </li> <li>• Other Eligible Internet Access Services                             <ul style="list-style-type: none"> <li>◦ Domain Registration</li> <li>◦ Hosting and Ongoing Maintenance of DNS Records for Associated Domains</li> </ul> </li> </ul>

SOURCE: TISD Information Technology Department E-Rate Request for Proposal, March 2011.

efficiency, and focus on technology professional development for administrators and faculty. To ensure that technology is equitably administered throughout the district, a centralized technology budget is allocated and managed by the IT director for equipment and training. To review and approve major technology initiatives, a functional Technology Task Force with representation from the administration, teachers, students, parents, and community, collaborates with the IT Department and meets on a regular basis.

TISD has made a significant investment in recent years to implement a technology infrastructure that will adequately support integration of technology into the teaching curriculum districtwide. The district has installed a wireless WAN and each campus has a LAN for dedicated applications and network services. Wireless Internet access is available at all campuses. Each district location has a dedicated

**EXHIBIT 8–5  
TISD GRANTS SUMMARY**

DESCRIPTION	PROFESSIONAL DEVELOPMENT STAR GRANT	VISION 2020 (CYCLE 1)	VISION 2020 (CYCLE 2)
Payroll Costs	\$32,295	\$ 74,180	\$ 72,680
Professional and Contracted Services	\$123,300	\$134,750	\$135,000
Supplies and Materials	\$97,000	\$273,300	\$270,000
Other Operating Costs	\$20,200	\$6,600	\$9,400
<b>TOTAL</b>	<b>\$ 272,795</b>	<b>\$ 488,830</b>	<b>\$ 487,080</b>

SOURCE: TISD Information Technology Department, October 2011.

Voice-Over-Internet-Protocol (VOIP) telephone system that provides access to the district and public telephone networks. Each campus has at least one computer lab and two campuses have mobile computer carts with 24 computers each. **Exhibit 8-7** shows the number of computer labs and mobile carts at each campus.

**EXHIBIT 8-7  
COMPUTER LABS AND MOBILE CARTS PER CAMPUS**

CAMPUS	NUMBER OF COMPUTER LABS	NUMBER OF 24-STATION LAPTOP CARTS
Lansberry Elementary	2	2
Trinity Intermediate	1	4
Trinity Middle School	1	3
Trinity High School	3	0
<b>TOTAL</b>	<b>7</b>	<b>9</b>

SOURCE: TISD Information Technology Department Inventory, October 2011.

The district uses video conferencing set up at each location to facilitate distance learning with Region 6, other school districts, and area trade/technical institutions. The district's administrative staff uses Apple IPADs to conveniently capture information during routine classroom walkthroughs and increased productivity for other administrative duties.

Every classroom in TISD has a digital projector that can be used by teachers or students for displaying projects or lessons, while all core content classes also have a Promethean board for enrichment activities. District teachers use these technology tools to display lesson materials, and illustrate how students are to perform certain activities related to the lesson. They can also use them to display materials, maps, and other resources found on educational websites. Several classrooms, primarily math and science, use clickers to enhance the learning experience. **Exhibit 8-8** shows technology tools and software programs used by the district in 2011-12.

A measure of how well the district is embracing and integrating technology is found in the survey results for the computer and technology section completed by

**EXHIBIT 8-8  
TISD TECHNOLOGY TOOLS AND SOFTWARE PROGRAMS  
2011-12**

TECHNOLOGY TOOLS	SOFTWARE PROGRAMS
Windows-based PCs/Laptops	Texas Enterprise Management System (TxEIS)
Mac Book Laptops	Cafe Enterprise POS
Promethean Boards	Transfinder
Classroom Response Systems ("Clickers")	Study Island
Wireless Slates	Eduphoria! School Objects: Forethought, Aware, and PDAS
Digital Projectors	Track-IT
Digital Cameras	QuickBooks
Video Cameras	Apple Remote Desktop
Document Cameras (Elmo)	Casper Suite
Document Scanners	Ghost Solution Suite
Apple IPADs	Study Hall 101
Printers (Black & White, Color)	Parts & Charts
	Spellbound for Success
	SuccessMaker
	Follett/Destiny
	Scholastic Reading Counts
	Scholastic Reading Inventory
	Math Facts in a Flash
	Phonics Express
	Geometer's Sketchpad
	A+ Learning System
	iLearn Interactive
	WaspTime
	FitnessGram
	LanSchool
	Microsoft Office Suite

SOURCE: TISD Information Technology Department, October 2011.

administrators, principals, teachers and students. The responses to the survey questions in the “Strongly Agree” or “Agree” categories averaged above 75 percent. The students’ responses were the lowest, but averaged above 50 percent. This indicates that the district is getting positive results from its technology investment. **Exhibit 8–9** shows the “Strongly Agree” or “Agree” response average for each computer and technology survey question by group.

The district’s strong commitment to technology has resulted in the implementation of a robust technology infrastructure that enhances the teaching and learning experience.

**AUDIO/VISUAL DIGITAL BROADCAST**

TISD has installed an Audio/Visual Digital Media room at Trinity High School that provides students with the opportunity to have a real-life experience in planning, producing, and delivering a live streaming video broadcast. The room is setup as a broadcast studio with cameras, lights, anchor desk with PCs and stationary microphones, and a green wall back drop (therefore the room is called the “green” room). Participating students receive credits under the Career and Technical Education (CTE) program. Currently, the

students are streaming a weekly news audio/visual digital broadcast that can be accessed via the web. Future plans are to expand to include daily district and campus announcements. The CTE Digital and Interactive Media knowledge and skills provided through this course offering are:

- Demonstration of necessary skills for career development, maintenance of employability, and successful completion of course outcomes.
- Identification of employment opportunities in the information technology field with a focus in the area of interactive media.
- Use of emerging technologies to exchange and gather information and resources.
- Compliance with standard practices and behaviors that meet legal and ethical responsibilities.
- Analyzes and applies design and layout principles.
- Designs and creates digital graphics.
- Demonstration of appropriate use of digital photography equipment and techniques.

**EXHIBIT 8–9**  
**TISD COMPUTER AND TECHNOLOGY SURVEY “STRONGLY AGREE” OR “AGREE”**  
**RESPONSE AVERAGE BY GROUP**

SURVEY QUESTIONS	ADMINSTRATORS *(59)	PRINCIPALS *(6)	TEACHERS *(70)	STUDENTS *(95)	OVERALL AVERAGE
Students have access to and use of computers.	86%	100%	94%	78%	90%
Students have regular access to computer equipment and software in the classroom.	82%	100%	94%	65%	86%
Teachers use computers in the classroom for instructional purposes.	82%	100%	97%	64%	86%
Computers are updated to be useful for student instruction.	78%	100%	94%	62%	84%
The district meets students’ needs in computer fundamentals.	77%	100%	94%	62%	83%
The district meets students’ needs in advanced computer skills.	73%	100%	77%	55%	76%
Teachers and students have easy access to the Internet.	73%	100%	90%	58%	80%
Computer labs meet instructional needs.	71%	100%	86%	57%	79%

\*( ) = Number of Respondents.  
 NOTE: Percentages may not add to 100 due to rounding.  
 SOURCE: Review Team Survey, October 2011.

- Demonstration of appropriate use of digital graphics.
- Demonstration of appropriate use of video equipment and techniques.
- Demonstration of appropriate use of audio equipment and techniques.
- Demonstration of appropriate use of animation.
- Demonstration of appropriate project management in the creation of digital media projects.
- Deployment of digital media into print, web-based, and video products.

The district's Audio/Visual Digital Media program provides students the opportunity to acquire knowledge and skills in an emerging technology that prepares them to gain employment in the 21st century.

## DETAILED FINDINGS

### ***IT DEPARTMENT ORGANIZATIONAL ISSUES (REC. 43)***

TISD's IT Department has several organizational issues surrounding the dual roles of the campus technology specialist and the lack of clarity concerning support responsibilities.

As the district has increased the employment of technology tools over the past several years, the need for full-time support has also increased. As technology tools are being integrated into the curriculum to enhance the learning experience, it has become critical that support is readily available if a problem is encountered. In an interview session with a teachers group, the availability of support is a major concern. They are sensitive to the fact that campus technology support is provided by technicians who are also teachers. Therefore, the teachers who need support try to avoid conflict and request their support needs when the technicians are not engaged in teaching a class. However, dependence on functional technology tools to facilitate classroom instruction leads to unavoidable situations in which "teacher technicians" are summoned to provide technology support and their class is interrupted. This situation is undesirable for the "teacher technicians" and their students.

Another sensitive issue that could arise because of the dual roles of the campus technology specialist is they are paid on a different pay scale than the help desk technician who, according to the job description, has the same technical responsibilities. Campus technology specialists are paid on

the teacher's pay scale, which is higher than the pay range for the help desk technician position.

Based on interviews with the campus technology specialists, it became evident that the lines of support responsibilities were not always clear or understood. Specifically, in the area of network support, since each campus has a network room that is adjacent to the technician's workstation, it is not always understood their limit of responsibility for supporting the network. This situation is particularly true now that the help desk technician position is vacant.

The district should establish clearly defined roles and responsibilities for all technician positions to eliminate any confusion with authority and areas of responsibilities. Prior to filling the vacant help desk technician position, the district should consider restructuring the IT support organization, eliminating the dual roles of the campus technology specialist and making it a full-time support position. The part-time teacher duties could be consolidated into one position or absorbed by other instructional staff. This full-time support position would report directly to the IT director for administrative functions and overall technical direction as well as report to the respective campus principal for campus specific technical support activities. The district's dependence on the technology infrastructure and instructional tools being available and operational is too critical not to have dedicated full-time support. For example, since the high school and middle school campuses are so close, one full-time technician might be able support both locations. In addition, the district should clearly define the skill set needed to function successfully in the new organizational structure. This skill set should be taken under consideration when filling the help desk technician or other technical staff positions, as well as, identifying training needs for the existing staff. Not knowing how the restructuring would occur, there is no immediate fiscal impact estimated for implementing this recommendation.

### ***INSTRUCTIONAL TECHNOLOGY (REC. 44)***

TISD does not have an instructional technology position to coordinate technology training and integration of technology into the curriculum. The use of instructional technology enables students to function in today's technology-advanced workplaces and technologically advanced society. Regardless of career choice, all students need the problem solving and critical thinking skills for incorporating technology into their daily activities. A curriculum that incorporates technology expands content and guides students toward higher potential.

School districts serve as the link between the education systems of today and the technology of tomorrow.

In the absence of an instructional technology position, the curriculum director collaborates with the campus principals and IT director on technology curriculum issues. The district has recently replaced the Data Management for Assessment and Curriculum (DMAC) system with Eduphoria! SchoolObjects: Forethought module for building lesson plans. The Forethought module is a web-based product that allows teachers to work collaboratively on plans through sharing and team planning while at school or home. The curriculum director can easily monitor lesson plans throughout the year to identify which strategies are working in the classroom. The district also uses the Eduphoria! SchoolObjects: Aware module to meet its data disaggregation needs. This web-based module allows for tracking of benchmark scores, TAKS history and journal items for each student that can be accessed anytime there is an Internet connection. Initial training on these products is provided by

Region 6, but follow-up training is a necessity for the teachers and other users to become proficient in using them.

Training is a crucial factor in determining whether technology is used effectively. The instructional staff must be comfortable with the use of instructional technology tools in order to effectively integrate technology into their instruction. TISD’s three-year (2010–12) technology plan incorporates instructional components throughout that provide teachers with the training and tools necessary to integrate technology effectively into instruction. **Exhibit 8–10** shows the goals, objectives and activities of the TISD 2010–12 Technology Plan.

The Texas Education Agency (TEA) developed the Texas School Technology and Readiness (STaR) Chart for use by campuses and districts in conducting self-assessments of their progress of integrating technology into the curriculum in alignment with the goals of the State Board of Education’s (SBOE) Long-Range Plan for Technology, 2006–2020. The key areas of the STaR Chart are Teaching and Learning;

**EXHIBIT 8–10  
TISD 2010–12 TECHNOLOGY PLAN  
GOALS AND OBJECTIVES**

GOAL	OBJECTIVE
Goal 1 – Teaching & Learning	Objective 1.1 – Promote the integration of technology into classroom instruction for all subject areas and address the State Technology Applications TEKS. Objective 1.2 – Teachers and administrators will use technology for evaluation and assessment of student achievement and to drive district planning and decision-making. Objective 1.3 – Utilize the school library as a resource center to support the integration of technology into curriculum and instruction. Objective 1.4 – Utilize technology to communicate educational activities, information and practices to parents and the community.
Goal 2 – Educator Preparation & Development	Objective 2.1 – Provide professional development opportunities for educators to grow professionally in the effective use and integration of technology in the classroom. Objective 2.2 – Encourage participation in technology professional development by offering incentives to educators.
Goal 3 – Leadership, Administration & Instructional Support Services	Objective 3.1 – Integrate and support the use of technology in all planning and decision-making processes. Objective 3.2 – Provide adequate funding for professional development, planning, and support. Objective 3.3 – Annually update the disaster recovery plan to ensure business continuity to critical applications, services, and communications systems.
Goal 4 – Infrastructure for Technology	Objective 4.1 – Provide technology infrastructure to support the successful integration of technology into curriculum and instruction in an equitable manner. Objective 4.2 – Provide an infrastructure for communicating with parents and the community to build support for the educational objectives of the district. Objective 4.3 – Develop innovative solutions to ensure all students have equitable access to educational resources anytime and anywhere. Objective 4.4 – Ensure adequate budget and funding to support the district and campus technology infrastructure.

SOURCE: TISD Technology Plan, 2010–12.

Educator Preparation and Development; Leadership, Administration, and Instructional Support; and Infrastructure for Technology. There are four stages of progress: Early Tech, Developing Tech, Advanced Tech, and Target Tech. **Exhibit 8–11** displays the key areas and scoring within each.

**Exhibit 8–12** shows a summary of TISD’s school year 2010–11 STaR Chart ratings by campus, with both the rating for level of progress and the actual score provided in each of the four focus areas. TISD’s average ranges from Developing Tech to Target Tech.

**EXHIBIT 8–11  
TEXAS CAMPUS STaR CHART FOCUS AREAS AND SCORING**

KEY AREA	FOCUS AREAS	SCORES DEPICTING LEVELS OF PROGRESS
<b>Teaching and Learning</b>	<ul style="list-style-type: none"> <li>Patterns of classroom use</li> <li>Frequency/design of instructional setting using digital content</li> <li>Content area connections</li> <li>Technology application TEKS implementation</li> <li>Student mastery of technology applications (TEKS)</li> <li>Online learning</li> </ul>	<ul style="list-style-type: none"> <li>Early Tech (6–8) points</li> <li>Developing Tech (9–14) points</li> <li>Advanced Tech (15–20) points</li> <li>Target Tech (21–24) points</li> </ul>
<b>Educator Preparation and Development</b>	<ul style="list-style-type: none"> <li>Professional development experiences</li> <li>Models of professional development</li> <li>Capabilities of educators</li> <li>Technology professional development participation</li> <li>Levels of understanding and patterns of use</li> <li>Capabilities of educators with online learning</li> </ul>	<ul style="list-style-type: none"> <li>Early Tech (6–8) points</li> <li>Developing Tech (9–14) points</li> <li>Advanced Tech (15–20) points</li> <li>Target Tech (21–24) points</li> </ul>
<b>Leadership, Administration and Instructional Support</b>	<ul style="list-style-type: none"> <li>Leadership and vision</li> <li>Planning</li> <li>Instructional support</li> <li>Communication and collaboration</li> <li>Budget</li> <li>Leadership and support for online learning</li> </ul>	<ul style="list-style-type: none"> <li>Early Tech (5–7) points</li> <li>Developing Tech (8–12) points</li> <li>Advanced Tech (13–17) points</li> <li>Target Tech (18–20) points</li> </ul>
<b>Infrastructure for Technology</b>	<ul style="list-style-type: none"> <li>Students per computers</li> <li>Internet access connectivity/speed</li> <li>Other classroom technology</li> <li>Technical support</li> <li>Local Area Network/Wide Area Network</li> <li>Distance Learning Capability</li> </ul>	<ul style="list-style-type: none"> <li>Early Tech (5–7) points</li> <li>Developing Tech (8–12) points</li> <li>Advanced Tech (13–17) points</li> <li>Target Tech (18–20) points</li> </ul>

SOURCE: Texas Education Agency, Campus STaR Chart, Spring 2010.

**EXHIBIT 8–12  
TISD CAMPUS SUMMARY STaR CHART RATINGS FOR SCHOOL YEAR 2010–11**

CAMPUS	TEACHING AND LEARNING	EDUCATOR PREPARATION AND DEVELOPMENT	LEADERSHIP, ADMINISTRATION AND INSTRUCTIONAL SUPPORT	INFRASTRUCTURE FOR TECHNOLOGY
Lansberry Elementary	Advanced Tech (16)	Developing Tech (14)	Target Tech (18)	Target Tech (18)
Trinity Intermediate	Developing Tech (14)	Developing Tech (13)	Advanced Tech (16)	Target Tech (19)
Trinity Middle School	Developing Tech (13)	Advanced Tech (15)	Advanced Tech (15)	Target Tech (22)
Trinity High School	Developing Tech (14)	Developing Tech (13)	Advanced Tech (17)	Target Tech (19)
<b>Trinity ISD Average</b>	<b>Developing Tech (14)</b>	<b>Developing Tech (14)</b>	<b>Advanced Tech (17)</b>	<b>Target Tech (20)</b>

SOURCE: TISD Campus Summary STaR Chart, 2010–11.

When comparing campus progress in the TISD Summary STaR Chart, it indicates that the integration of technology within the district is consistent. The self-assessment results reflect that Infrastructure for Technology is high and reached Target Tech at all campuses. Only Lansberry Elementary has reached Target Tech in another focus area which is Leadership, Administration and Instructional Support. With the exception of those mentioned, the ratings for the focus areas at all campuses ranges between Developing Tech and Advanced Tech indicating there is still work to be done. The intervention of an instructional technology coordinator could provide coordination and facilitation of a program that would improve TISD staff proficiency in the use and integration of technology into the curriculum.

The review team identified and surveyed peer districts for comparison purposes to TISD. When comparing the STaR summary report for TISD against its peer districts and state averages, the district’s overall progress in the four key areas falls within or above the same range as the majority of Texas school districts. **Exhibit 8–13** shows TISD Summary STaR Chart average ratings versus its peer districts and the state averages.

Except for the focus area of Infrastructure for Technology, which is rated target tech, the district’s STaR ratings are within the present state averages and fall short of reaching the goal of target tech in the 2006–2020 SBOE Long-Range Plan for Technology.

The district should create an **instructional technology coordinator position with responsibility for technology training and integration of technology into the**

**curriculum.** Having a robust technology infrastructure and a wealth of instructional technology tools available, this position should be responsible for developing and maintaining a quality program for computer instruction for all K–12 students; assisting instructional personnel to integrate technology into all educational programs; and leading the development of the district’s long-range plan for instructional technology. The instructional technology position should be filled by a person who is well-trained in operating instructional networks, using technologies for instructional purposes, and integrating new technologies into the curriculum. The instructional technology position would be responsible for:

- Advising schools regarding effective strategies and helpful educational resources;
- Providing expert advice on classroom uses of technology;
- Serving as the primary instructional technology support resource for the Technology Committee;
- Coordinating districtwide teacher training;
- Leading the effort to implement various technology standards in schools;
- Collaborating on network implementation efforts to ensure that TISD’s WAN and LAN satisfy instructional needs;
- Monitoring the adequacy of district technology support; and

**EXHIBIT 8–13**  
**TISD SUMMARY STaR CHART RATINGS VS. PEER DISTRICTS AND STATE 2009–10**

DISTRICT	TEACHING AND LEARNING	EDUCATOR PREPARATION AND DEVELOPMENT	LEADERSHIP, ADMINISTRATION AND INSTRUCTIONAL SUPPORT	INFRASTRUCTURE FOR TECHNOLOGY
Corrigan-Camden ISD	Developing Tech (15)	Developing Tech (12)	Advanced Tech (15)	Advanced Tech (17)
Crockett ISD	Developing Tech (15)	Developing Tech (14)	Advanced Tech (16)	Advanced Tech (16)
Hempstead ISD	Developing Tech (14)	Developing Tech (13)	Advanced Tech (14)	Advanced Tech (15)
Wharton ISD	Developing Tech (13)	Developing Tech (12)	Advanced Tech (14)	Advanced Tech (15)
<b>Trinity ISD</b>	<b>Developing Tech (14)</b>	<b>Developing Tech (14)</b>	<b>Advanced Tech (17)</b>	<b>Target Tech (20)</b>
<b>State Average</b>	<b>Developing Tech</b>	<b>Developing Tech</b>	<b>Advanced Tech</b>	<b>Advanced Tech</b>

SOURCE: TISD and Peer Districts Summary STaR Charts, 2009–10.

- Facilitating the acquisition of instructional software by schools.

If the instructional technology appointment is filled from outside of the district, the estimated annual cost to the district is \$53,550, based on a salary of \$45,000 plus benefits of 19 percent ( $\$45,000 \times 0.19 = \$53,550$ ). The total five year cost of this recommendation would be \$267,750 ( $\$53,550 \times 5 = \$267,750$ ).

**LONG-RANGE TECHNOLOGY PLAN (REC. 45)**

TISD lacks a comprehensive long-range technology plan that takes into consideration the District Improvement Plan (DIP) and incorporates a detailed replacement strategy for the district’s computing hardware. TISD is in the process of developing a three year Long-Range Plan for Technology 2011–14 (Plan) that is driven by a needs assessment process. This process involves conducting surveys and interviews with key stakeholders in the district, review of the DIP and Campus Improvement Plan (CIP), and consideration of the metrics provided by the Texas STaR Chart for the district. To ensure that the plan meets the district’s current and future technology needs, the process should also include:

- Involvement of the Technology Task Force that should meet on a regular basis during the development of the plan to provide input and review progress, and upon its completion and approval meet twice annually to review progress in accomplishing its goals and update as needed;
- Performing a formal needs assessment of the administrative and operational systems for upgrade or replacement requirements, including those used

by Transportation and Child Nutrition Services Departments;

- Reviewing the IT budgeting process and establish a distinctive budget model and guidelines for districtwide IT spending managed by the IT director; and
- Reviewing instructional technology applications and tools used throughout the district to gauge their effectiveness.

The proposed plan is directly aligned with the four focus areas of the Texas STaR chart to ensure that all areas of the SBOE 2006–20 Long-Range Plan for Technology are addressed. **Exhibit 8–14** shows the goals and objectives of the four areas of the proposed plan.

To have a comprehensive technology plan it must include goals, action plans, timelines, performance and success measures, designated personnel responsible for leading the goal and monitoring progress, and financial allocations. Well developed, comprehensive technology plans lay the foundation for effective planning and decision-making and guide a district towards achieving its stated goals. Comprehensive plans also facilitate budget planning, resource allocations, and technology acquisitions. **Exhibit 8–15** provides a comparison of key components of a comprehensive technology plan with TISD’s proposed technology plan.

As best practice examples, Boerne ISD’s Technology Plan is comprehensive and details their needs assessment along with explicit goals and timelines for incorporating technology into learning and lesson plans, incorporating student usage

**EXHIBIT 8–14  
TISD PROPOSED 3-YEAR LONG-RANGE PLAN FOR TECHNOLOGY 2011–14  
GOALS AND OBJECTIVES**

GOAL	OBJECTIVE
Goal 1: Teaching & Learning	Objective 1.1 – District educators will model the appropriate use of technology as part of classroom instruction, and district professional development.
	Objective 1.2 – Teachers will use technology in both teacher-led and student-led activities in order to develop higher order thinking skills and student collaboration.
	Objective 1.3 – Teachers will utilize a variety of technology resources in multiple instructional settings on a weekly (or more frequent) basis.
	Objective 1.4 – Educator will use appropriate technology skills when planning and implementing classroom instruction and activities in order to address the student technology applications TEKS.
	Objective 1.5 – Educators will utilize web-based and software-based learning activities with their students as part of classroom instruction.
	Objective 1.6 – Educators will develop web-based content for instructional use that includes online resources, learning activities, and communications that support classroom objectives.

**EXHIBIT 8–14 (CONTINUED)**  
**TISD PROPOSED 3-YEAR LONG-RANGE PLAN FOR TECHNOLOGY 2011–14**  
**GOALS AND OBJECTIVES**

GOAL	OBJECTIVE
Goal 2: Educator preparation and Professional Development	<p>Objective 2.1 – Educators will receive professional development on technology integration based on scientific research that includes the creation of lessons and activities that promote higher order thinking skills and student collaboration.</p> <p>Objective 2.2 – Educators will participate in on-going professional development via multiple delivery methods, including individual activities, professional learning communities, and study groups on a monthly basis.</p> <p>Objective 2.3 - Educators will participate in appropriate technology professional development for 20-30 hours per school year as part of a cycle of continuous professional improvement.</p> <p>Objective 2.4 – Educators will use technology to create learning activities that incorporate interactive and collaborative content to enhance higher order thinking skills.</p> <p>Objective 2.5 – Educators will participate in professional development to utilize pre-existing and to customize web-based materials and content to enhance units of instruction.</p> <p>Objective 2.6 – Administrators will participate in professional development to create a culture of leadership, support, and encouragement for the integration of technology into classroom instruction.</p>
Goal 3: Leadership, Administration, and Instructional Support	<p>Objective 3.1 – District and Campus Administrators, and Technology Leaders will collaborate as a team to develop and communicate a shared vision for technology in classroom instruction and professional development across the district.</p> <p>Objective 3.2 – District and Campus Administrators will include technology in the District and Campus Improvement Planning process that are grounded in scientific research and aligned with the district strategic plan.</p> <p>Objective 3.3 – Campus and Technology Leaders will utilize Professional Learning Community (PLC) activities to promote and support the use of technology to enhance teaching and learning.</p> <p>Objective 3.4 – District, Campus, and Technology Leaders will use a variety of mechanisms, including telecommunications and the Internet to communicate, interact, and collaborate with students, parents, and the community.</p> <p>Objective 3.5 – District, Campus, and Technology Leaders will utilize district, campus, discretionary and other funding sources as appropriate to advance the technology goals of the District and Campus Improvement Plans.</p> <p>Objective 3.6 – Campus and Technology Leaders will encourage and promote the use of online learning to enhance and extend classroom instruction.</p>
Goal 4: Infrastructure for Technology	<p>Objective 4.1 - The district will provide and maintain 2-3 computers per classroom in grades PK-5 that includes multimedia capabilities and direct Internet access.</p> <p>Objective 4.2 – The district will provide and maintain two laptop carts per grade level for grades 8-12 that include multimedia capabilities and direct Internet access.</p> <p>Objective 4.3 – The district will provide and maintain a 1:1 student laptop program for students in grades 9-12 that include multimedia capabilities and Internet access. Students in these grade levels will have take-home privileges for student laptops, with parent or guardian permission, and maintenance of proper care.</p> <p>Objective 4.4 – The district will provide each classroom teacher with a designated teacher laptop and a LCD projection system in each classroom for use with classroom instruction.</p> <p>Objective 4.5 – The district will provide shared access to additional technology resources such as interactive whiteboards, network printers, scanners, document cameras, digital still and video cameras, and classroom response systems, and will continue to purchase additional resources annually to meet the needs of all teachers.</p> <p>Objective 4.6 – The district will make every effort to resolve technical support issues within 8 hours (1 school day) of a work order being received by the District and Campus Help Desk.</p> <p>Objective 4.7 – The district will make available shared resources for student and educator use, including but not limited to, software and web applications, video streaming, and distance learning.</p> <p>Objective 4.8 – The district will provide online learning resources with sufficient network bandwidth in order to incorporate multimedia, including streaming video, podcasts, Software and web applications, and animation.</p>

SOURCE: TISD Information Technology Department, October 2011.

**EXHIBIT 8–15  
COMPREHENSIVE TECHNOLOGY PLAN KEY COMPONENTS**

TECHNOLOGY PLAN KEY COMPONENT	INCLUDED IN TISD'S PROPOSED TECHNOLOGY PLAN
District Profile – includes district statistics such as number of campuses, students, technology budget, and the current technology infrastructure	Yes
Executive summary and background information – includes technology planning committee organization, vision and goal statements	Yes
Needs assessment – the assessment process and outcome of what is needed in the district	Yes
Technology infrastructure goals and objectives including network standards	Yes
Instructional technology standards, acquisition process, and usage	Partial
Technology literacy and professional development requirements	Yes
Administrative and business operations technology standards, acquisition process, and usage	Partial
Technology replacement cycles	No
Hardware/software standards and acquisition process	No
Budget projections and funding sources	Partial

SOURCE: Best Practices as researched and compiled by Review Team, October 2011.

of technology tools, professional development, technology competency and literacy requirements, administrative technology, and technology replacement cycles. Galena Park ISD's Technology Plan includes a comprehensive training program and technology proficiency standards.

Based on analysis by a test group of district personnel funded under the two Vision 2020 Technology Immersion Grant programs, the district determined that the Apple Mac Book product was a good solution to accomplish the educational goals of the district. It was deemed the Apple Mac Book was easier for students to learn and operate, and more conducive to the classroom environment than the HP. Being that the district was a windows-based PC environment, requires a major hardware transition and replacement effort to move to the Apple environment.

TISD should review and revise the proposed long-range technology plan taking into consideration the DIP and incorporating a detailed computer replacement plan. The district should take advantage of this opportunity to develop a detailed hardware migration and replacement strategy that would become an integral part of the long-range plan. The preliminary idea of making the transition in four phases during 2011–14 should serve as the foundation for the detail strategy. The strategy should include the establishment of hardware/software standards that would be enforced by the IT Department.

This recommendation can be implemented with existing personnel. Some implementation steps to get started are

establishing the criteria to be used in determining the hardware to be replaced, locating and tagging the hardware earmarked for replacement, and developing a timeline and preliminary budget to replace hardware. Since it is anticipated that the new hardware will be acquired through grants and E-Rate funds, there is no fiscal impact to the district for implementing this recommendation.

**DOCUMENTED POLICIES AND PROCEDURES (REC. 46)**

TISD's IT Department lacks documented policies and procedures to drive operational activities and standardization. The IT Department has not developed policies and procedures for most information technology functions. Documented policies and procedures provide clear direction to staff and protect the district from loss of information in the event of staff turnover. At the same time, written policies and procedures can facilitate assimilation of new staff into the district in the most effective way. Policies and procedures also provide daily guidance for technology activities and ensure the district's technology function can continue to operate in the event of a personnel change. Without documented policies and procedures, functions may be carried out in an inconsistent, ineffective, and inefficient manner. Additionally, the lack of procedures can result in situations in which district employees cannot access email, network files, student information, or connect to the regional education service centers for services should an absence occur among technology staff.

TISD has developed Acceptable Use Policies (AUP) for employee and student electronic information resource usage and student email access. These AUPs are posted on the district's website. However, policies to govern the daily functions of the IT Department are non-existent. Not having documented policies and procedures leaves the district unprepared for emergencies and other problems that can often occur to challenge the staff. The impact to the district is slower resolution of problems that require more in-depth technical expertise. An initial attempt at developing a policy and procedure manual is the "Trinity ISD Technology Resources for Educators 2011–2012". The intent of this manual is to provide the district's educators with a resource that they can reference to make them more productive in using technology tools and requesting support services.

The publication *"Innovative Solutions to Help Address the Issues and Challenges Facing Most Public School Districts"*, as written by the Texas Comptroller of Public Accounts in April 2003, stresses the importance of well-written procedures. Okeechobee County Schools in Florida provides an example of a well-structured and comprehensive policies and procedures manual. **Exhibit 8–16** shows the Table of Contents for suggested manual content.

Having documented policies and procedures, such as the ones outlined in **Exhibit 8–16**, assist in daily operations and troubleshooting of non-routine problems. It also enhances the efficiency and overall effectiveness of the technical staff that assist district personnel on technology related needs.

TISD should develop and publish policies and procedures, that establish standards for IT operations. The IT director, working with the Technology Task Force, should identify and map out functions or activities that require a policy or procedure to be compliant or make a process more effective. A plan should be developed to document and publish policies and procedures incorporating standards, as appropriate. These policies and procedures should become a part of a standard operating procedures manual as well as posted on the district and campus websites.

This recommendation can be implemented with existing resources.

#### **IT SUPPORT EFFECTIVENESS (REC. 47)**

TISD's IT Department lacks a formal means to track and measure the effectiveness of IT support. There is no process to monitor and assess support effectiveness and identify areas of improvement as it relates to cost efficiency, quality of

service, and staff workload allocation. TISD has installed a product called Track-It that provides the capability to manage problem/service request work orders from entry to resolution. The system captures pertinent data to track and monitor status, build a knowledge base repository, and measure support effectiveness. TISD is upgrading to a new version of the software that will provide a web-based interface for technicians to enter data in a more timely manner from any district location. Getting the true benefit out of this type system requires all technical problems and resolutions to be entered into the system, which is not occurring at present, nor is there a procedure in place that requires all technical problems and resolutions be entered into the system. Once these types of procedures are routine and functioning properly, a district can establish evaluation measures to gauge and monitor support performance and identify areas for improvement. Effective evaluation measures include measurable goals and objectives, performance indicators, quality measures and benchmarks or standard for comparison purposes. **Exhibit 8–17** shows examples of technology performance metrics categorized by cost, quality, support, and integration.

TISD should establish measurable IT support targets and put a process/system in place to capture, monitor, and report support activity. The district should establish key performance indicators for IT support that would measure its effectiveness and be reported on monthly by the IT director. Also, a procedure should be developed that requires technicians to enter into the Track-IT system all support work performed whether on a work order or not. The procedure should include the entry of data to indicate the type of support performed and the corrective action taken to resolve the issue.

This recommendation can be implemented with existing resources.

#### **DISTRICT WEBSITE (REC. 48)**

TISD does not have a website that is well-designed and easy to navigate, making it a less effective tool to communicate pertinent information concerning the district. The menu structure is poorly designed and not user-friendly. In addition, there are links that have no information. Texas Education Code (TEC) required data that must be prominently displayed on the website is hard to find or non-existent. The district calendar is difficult to read and it is difficult to discern which calendar items pertain to which school. The news section is disorganized and many of the

**EXHIBIT 8–16**  
**OKEECHOBEE COUNTY SCHOOLS**  
**POLICIES AND PROCEDURES MANUAL TABLE OF CONTENTS**

**Table of Contents**

- I. Purpose
- II. Access To Policy
- III. Ownership and Use of Information Technology Resources
- IV. Technology Equipment
- V. Software
- VI. Guidelines for the Use of Technology Resources
  - a. The Following Guidelines have been Developed for All Users
  - b. Safety Guidelines for All Users
- VII. Access to Technology Resources
- VIII. User Accounts
- IX. Passwords
- X. Disclosure of Passwords
- XI. Network Management and Security
  - a. Bandwidth
  - b. Hacking
  - c. Port Scanning and Sniffing
  - d. Network Infrastructure and Communications Closets
  - e. Network Address Assignment and Dynamic Host Configuration Protocol (DHCP)
  - f. Domain Name Registration
  - g. Wireless Networks
  - h. Anonymous File Transfer Protocol (FTP) Sites
  - i. Firewalls
- XII. Laptop Computer and Electronic Data Mobile Device Security
  - a. Policy Statement
  - b. Reason for Policy/Purpose
  - c. Protection of Confidential Data
  - d. Definitions
  - e. Policy/Procedures
  - f. Protection of Confidential Data
  - g. Reporting Loss/Theft of Equipment or Data
  - h. Disposal of Property Used to Access or Store Confidential data
- XIII. Electronic Mail
  - a. Definition of Email
  - b. Purpose
  - c. Procedures
- XIV. Student Technology Privileges and Acceptable Use
  - a. Computer Lab Scheduling/Rules
  - b. Telecommunication Plan and Electronic Communication Use Policy
  - c. Violating Internet Policy, Rules and Regulations or Inappropriate Use of the Network
  - d. Safety Guidelines for Students
- XV. Web Publishing Policy
  - a. Statement of Purpose
  - b. Design and Development Guidelines
  - c. Content Guidelines for Department, School, and Teacher Web Pages
  - d. Best Practices Guidelines for Web page Development
  - e. Website Limitations and Restrictions
  - f. Video and Audio Podcasts
- XVI. Loss Prevention, Emergency Preparedness and Disaster Recovery

SOURCE: Okeechobee County Schools, Florida Technology Department, 2008.

**EXHIBIT 8-17  
EXAMPLES OF TECHNOLOGY PERFORMANCE METRIC BY  
CATEGORY**

CATEGORY	PERFORMANCE METRIC
Cost	Technology expenditures per student Telephone cost per district Average repair cost per computer/server Network infrastructure cost per student
Quality	Network/system availability Reliability, Accessibility, Stability (RAS) Workstation response time Network up-time (monthly average – 99.9% goal) Average time to resolve problem tickets
Support	Help desk response time Computer-to-technician ratio (target is 350:1) Number of campus-based technical liaisons Computer-to-student ratio (target is 1:1)
Integration	Number of teachers with technology certifications Number of classrooms with projectors, TV monitors, and other multimedia equipment Ratio of number of hours for instructional technology training to number of teachers

SOURCE: Review Team Performance Metrics, October 2011.

stories are dated. Some of the basic information found on many district websites is not found on TISD’s website. TISD’s website is an ineffective tool for communicating required and pertinent information about the district.

A well structured, user friendly, and up-to-date website provides the community with valuable information and highlights a district’s priorities on communication and transparency. The website should be used to publicize a district’s successes and increase parental communication and involvement.

TISD has recently switched from its website being hosted by School Center to the free Google Apps for Education solution. Google Apps is provided to educational institutions at no charge and offers a simple and powerful set of communication and collaboration tools hosted by Google that minimize maintenance and reduce costs. The Google Sites tool provides an easy way to create web pages without requiring any coding or HTML statements. Creating a web page is as easy as writing a document. Embedded documents, presentations, and video are used to develop impressive, interactive websites.

In preparing website content during design, TEC required data as published by Texas Association of School Business Officials (TASBO) must be considered. **Exhibit 8-18**

provides a listing of all TEC and other governmental agency requirements regarding data to be displayed on a district’s website.

Seminole ISD has a well constructed, user-friendly, up-to-date website that is appealing and inviting to all who visit. Some features of the Seminole ISD website are:

- Welcome message and the district mission statement;
- Translations of the website in Spanish and German;
- Quick links menu for bond update, scholarships, and sports gallery;
- After school program information;
- Feature events;
- Public relations;
- Parents and students links;
- Staff and faculty links;
- Public notices; and
- Main drop-down menus for:
  - Calendars;
  - Campuses;
  - Departments;
  - Board of Trustees; and
  - Employment and community.

The district should redesign its website by providing training and assigning website responsibility to an existing IT technician. Currently, one of the campus technology specialists is responsible for managing and updating the district’s existing website. Based on research of online training resources, it is estimated that two weeks of focused training would be sufficient to train a technician to handle the district’s website responsibilities. The cost of the training from an online provider would be approximately \$4,165 for 3 courses spanning 9 days (Web Design and Usability, 2 days, \$490; Introduction to Google Web Toolkit, 4 days, \$2,100; Advanced Web toolkit, 3 days, \$1,575). The total one-time cost to implement this recommendation would be \$4,165.

**EXHIBIT 8-18  
REQUIRED DISTRICT WEBSITE DATA**

	INTERNET POSTINGS ON DISTRICT'S INTERNET SITE	ON TISD WEBSITE?	SECTION	RULE, LAW, REGULATION	NOTES
Accountability	AEIS Report	Yes	39.252	Education Code	
Accountability	Performance Rating of the District	Yes	39.252	Education Code	
Accountability	Definitions and Explanation of Each Performance Rating Described by Education Code 39.072(a)	No, has link to TEA website	39.252	Education Code	
Accountability	School Report Card	Yes	39.252	Education Code	
Accountability	Notice of accreditation-warned or accreditation-probation status	No	39.052 (e)	Education Code	This notice is to remain on the district's website until the rating is raised to "Accredited" status. The notice is to explain the implications of the status and steps to be taken to address the deficiencies identified by the TEA.
Accountability	Improvement plan for low-performing campuses hearing	No	39.106, 39.107(f), 39.110	Education Code	Board is to conduct a public hearing on improvement plan for low-performing campuses and post the improvement plan on the district's website.
Accountability	Conflicts Disclosure Statements and Questionnaires	No	176.009	Local Government Code	
Accountability	Superintendent's Contract	No	109.1005 (e)(2) ( D)	Title 19, Texas Administrative Code	Optional. Starting in calendar year 2007, the school district is to provide a copy of the superintendent's contract EITHER as a disclosure in the financial management report provided to attendees at the Schools FIRST hearing OR by posting the contract on the district's Internet site.
Accountability	Targeted Improvement Plan	No	39.106 (e-1)(2)	Education Code	Post prior to Board hearing on targeted improvement plan
Accountability	Notice of Corrective Action	No	6316(c) (10)	Title 20 United States Code (U.S.C.)	NCLB-related requirement
Curriculum	Electronic Courses	No	29.909(f)	Education Code	Requirement for ISDs participating in program to post "informed choice" report conforming to Commissioner's format for course descriptions, materials, TEKS linkage and other information
Financial	Summary of Proposed Budget	Yes	44.0041	Education Code	
Financial	Post Adopted Budget	No	39.084	Education Code	Required to maintain the adopted budget on the district's website until the third anniversary of the date the budget was adopted
Financial	Costs and Metered Amounts for Electricity, Water, and Natural Gas for District	No	2264.001 (b)	Government Code	House Bill 3693, 80th Legislature, Regular Session

**EXHIBIT 8–18 (CONTINUED)  
REQUIRED DISTRICT WEBSITE DATA**

	<b>INTERNET POSTINGS ON DISTRICT'S INTERNET SITE</b>	<b>ON TISD WEBSITE?</b>	<b>SECTION</b>	<b>RULE, LAW, REGULATION</b>	<b>NOTES</b>
Financial	Proposed Maintenance and Operations Tax Rate	No	26.05(b)	Tax Code	Required if tax rate will raise more taxes than prior year or if tax rate exceeds effective maintenance and operations tax rate
Financial	Tax Rate Trend Information	No	26.16	Tax Code	School districts are to provide tax rate information to the County Tax Assessor Collector for the most recent five tax years beginning with the 2012 tax year. The information to be posted by the County Tax Assessor Collector is the following: adopted tax rate, maintenance and operations rate, debt rate, effective tax rate, effective maintenance and operations rate and rollback rate. This will allow taxpayers to go to a single website to view tax rate information for all taxing entities.
Financial	Federal grant awards	No		Federal Funding Accountability and Transparency Act (FFATA)	School districts and open-enrollment charter schools that receive federal grant awards totaling more than \$25,000 and contract awards totaling more than \$550,000, respectively, directly from the federal government on or after October 1, 2010, must report certain information, including a description of the award and, in some instances, must also report the total compensation and names of the top five school officials. A report will be due by the end of the month following approval for a federal grant or contract, and must be updated when there are changes to specific information on file. The new reporting requirements do not apply to federal awards that passed through the TEA (because TEA is covering this reporting effort for federal funds that pass through TEA). School district and open-enrollment charter school are responsible for initiating their own process to ensure compliance with the FFATA reporting requirements by following instructions provided by grantor agencies other than the TEA.
Governance	Bill of rights for property owners whose property may be acquired by governmental or private entities through the use of eminent domain authority	No	402.031	Government Code	House Bill 1495, 80th Legislature, Regular Session
Governance	Notice of a Board Meeting	Yes	551.056	Government Code	
Governance	Agenda for a Board Meeting	Yes	551.056	Government Code	Required if the board meeting notice does not include the agenda and the district contains all or part of the area within the corporate boundaries of a municipality with a population of 48,000 or more

**EXHIBIT 8-18 (CONTINUED)**  
**REQUIRED DISTRICT WEBSITE DATA**

	<b>INTERNET POSTINGS ON DISTRICT'S INTERNET SITE</b>	<b>ON TISD WEBSITE?</b>	<b>SECTION</b>	<b>RULE, LAW, REGULATION</b>	<b>NOTES</b>
Governance	Campaign Finance Reports	No	254.0411	Election Code	Required of members of board of trustees and candidates for the office of school board trustee for school districts located either wholly or partly in a city with a population of 500,000 or more, and with a student enrollment of more than 15,000. The campaign finance reports must be posted online no later than the fifth business day after the date the report is filed with the school district. The posting provisions apply to campaign finance reports that are required to be filed on or after Jan. 1, 2012, under House Bill 336, 82nd Legislature.
Health	Post in English and Spanish: a list of immunization requirements and recommendations, a list of health clinics in the district that offer influenza vaccine, and a link to the Department of State Health Services Internet website providing procedures for claiming an exemption from requirements in Section 38.001, Education Code.	Yes, only in English	38.019	Education Code	House Bill 1059, 80th Legislature, Regular Session
Health	Statement for Public Inspection by School Health Advisory Council	No			BDF LEGAL
Personnel	Group Health Coverage Plan and Report	No	22.004(d)	Education Code	Annual report submitted to TRS and copy of plan
Personnel	Vacancy Position Postings	Yes	11.1513(d)(1)(B)	Education Code	10 day notice for vacant position requiring license or certificate
Personnel	Posting of Vacancies	Yes	11.163(d)	Education Code	Post vacant position for which a certificate or license is required or post the position at certain physical locations in the district
Personnel	Board's Employment Policies	Yes, located under Board policies	21.204(a)-(d)	Education Code	
Purchasing	Reverse Auction Scheduled Internet Location	No	2155.062(d)	Government Code	
Students	College Credit Programs	Yes, located under board policies	28.010(b)	Education Code	Availability of college credit courses

**EXHIBIT 8–18 (CONTINUED)  
REQUIRED DISTRICT WEBSITE DATA**

	INTERNET POSTINGS ON DISTRICT'S INTERNET SITE	ON TISD WEBSITE?	SECTION	RULE, LAW, REGULATION	NOTES
Students	Physical Activity Policies	Yes, located under board policies	28.004(k)	Education Code	Physical activity policy by campus level, health advisory council information, notification to parents that child's physical fitness assessment results available on request, vending machine and food service guidelines, and penalties for tobacco product use
Students	Dates PSAT/NMSQT and any college advanced placement tests will be administered and provide instructions for participation by a home-schooled pupil.	No	29.916	Education Code	House Bill 1844, 80th Legislature, Regular Session

SOURCE: TASBO Internet Posting On District Website, August 2011.

**DISASTER RECOVERY/BUSINESS CONTINUITY PLAN (REC. 49)**

TISD's disaster recovery/business continuity plan is not comprehensive and does not include a secure offsite data storage and retrieval process. Although the district has a high-level type of disaster recovery plan, a more comprehensive plan is lacking and the district is at risk of losing critical data and operations in the event of an unforeseen catastrophic disaster. The high-level plan consists of many components of a comprehensive plan such as contact information for key individuals, list of critical applications, and minimal information on actions to be taken in case of a disaster. However, the high-level plan lacks a clear process to retrieve and restore back-up data and a periodic test schedule of the plan. For TISD's plan to be comprehensive, it needs more detail for clarity and completeness and must include a procedure for retrieval and restoring of back-up data and test schedule for the plan.

TISD does not have a secure offsite data storage process. Currently, the district is using the dynamic backup capability of its servers to locally backup data. A disk-to-disk-to-tape copy of the data is made and one disk copy is stored at the high school. The tape copy of the backup data is stored at the home of the IT director, which is an unreliable practice. Therefore, there is no true offsite storage rotation to ensure the availability of current information if a system restore is required due to a catastrophe outage or the computer operations facility is destroyed.

The primary objective of a disaster recovery/business continuity plan is to protect the district in the event its operations and technology services become unusable. Prior

planning and test exercises minimize chaos and ensures a level of organizational stability and orderly recovery after a disaster. **Exhibit 8–19** lists the components of a comprehensive best practices disaster recovery plan.

TISD should review and revise its disaster recovery/business continuity plan to provide more details and clarity for disaster action items. There should be additional components to adhere to best practices such as a procedure for retrieval and restoring of back-up data and a schedule for testing the plan. The plan would identify critical systems and data that must be protected and would help the district restore operations and technology services as soon as possible after a crisis had occurred.

The district should also establish a disaster recovery team comprised of representation from the superintendent's office, principals, teachers, district staff, outside vendors, maintenance, security, and technical staff. The district's disaster recovery team should conduct an annual review of the plan to ensure that changes in staff, organization, or systems are incorporated in the plan.

**EXHIBIT 8–19**  
**COMPONENTS OF A BEST PRACTICES DISASTER RECOVERY PLAN**

COMPONENT		INCLUDED IN TISD PLAN?
1.	Executive Summary	Yes
2.	Disaster Recovery Planning	
	2.1 Identification and Analysis of Disaster Risks/Threats	High-Level
	2.2 Classification of Risks Based on Relative Weight	
	2.2.1 External Risks	No
	2.2.2 Facility Risks	No
	2.2.3 Data Systems Risks	High-Level
	2.2.4 Departmental Risks	No
	2.2.5 Desk-Level Risks	No
	2.3 Building the Risk Assessment	No
	2.4 Determining the Effects of Disaster	
	2.4.1 List of Disaster Affected Entities	Partial
	2.4.2 Downtime Tolerance Limits	No
	2.4.3 Cost of Downtime	No
	2.4.4 Interdependencies	No
	2.5 Evaluation of Disaster Recovery Mechanisms	No
	2.6 Disaster Recovery Committee	Yes
3.	Disaster Recovery Phases	
	3.1 Activation Phase	
	3.1.1 Notification Procedures	High Level
	3.1.2 Damage Assessment	No
	3.1.3 Activation Planning	No
	3.2 Execution Phase	
	3.2.1 Sequence of Recovery Activities	High-Level
	3.2.2 Recovery Procedures	No
	3.3 Reconstitution Phase	No
4.	The Disaster Recovery Plan Document	
	4.1 Document Contents	
	• Document Information	High Level
	• Purpose	Yes
	• Scope	No
	• Assumptions	No
	• Exclusions	No
	• System Description	High Level
	• Roles and Responsibilities	Partial
	• Contact Details	Yes
	• Activation Procedure	Partial
	• Execution Procedures	Partial
	• Reconstitution Procedures	No
	4.2 Document Maintenance	
	• Periodic Mock Drills	No
	• Experience Capture	No
	• Periodic Update	No

SOURCE: "Disaster Recovery: Best Practices," Cisco Systems, 2008.

Essential elements in the disaster recovery plan should include:

- Develop a complete list of critical activities performed within the district;
- Identify which systems and staff are necessary to perform functions;
- List key personnel for each function, and their responsibilities;
- Create an inventory of all technology assets including hardware, software systems and data, documentation, and supplies that correctly identify the location with sufficient information to document loss for insurance recovery;
- Define actions to be taken when a pending disaster is projected;
- Identify actions taken to restore critical functions;
- Keep the plan simple but effective; and
- Keep the plan components in an accessible location that can be accessed in the event of an emergency.

Another critical and vulnerable area for the district is not having a land-based backup for the wireless network. Currently, if either of the district's wireless WAN Internet connection points is rendered inoperable, the locations serviced by that WAN connection will lose Internet access and email and VOIP telephone connectivity with the other district locations. The critical nature of this situation was expressed by one of the district's principals who stated "My school is so dependent on having network access that if it is down I might as well close the school." Also, the district's main business and student information application, TxEIS, is web-based and will be rendered inaccessible at locations that do not have connectivity to the district's wireless WAN network. Due to the criticality of this situation, the district should immediately explore and implement an alternative land-based network infrastructure to backup the wireless network.

Taft ISD has installed a highly redundant land-based alternate network to backup its wireless network. Its architecture is based on an underground 24-pair fiber-optic ring interconnecting all campuses and the administration building. The ring provides redundancy so that if there is a failure at any point, the entire network will not be down. If TISD adopted this architectural concept, it would not only

provide backup and redundancy for the wireless network, but also redundancy for the alternative land-based network. The true fiscal impact to the district for implementing this recommendation cannot be determined because of the many factors involved such as land right-of-ways, permits required, and final architecture design that drives cabling and equipment cost. However, different avenues of funding for this type project can be explored by the district that would provide a discounted cost.

The district should immediately implement an offsite server backup and data storage capability. This type capability provides fully automated offsite backup and recovery operation with little or no IT intervention. Also, since there are no tapes or disks involved it lowers the total cost of ownership (TCO) and makes this type solution even more cost effective. The cost for this capability is based on the number of servers and the amount of data to be stored. For a minimum of three (3) servers with a maximum of 250-gigabytes of data, the annual cost would be \$5,400 (3 x \$150 = \$450/month, \$450 x 12 = \$5,400 annually). To allow for research, contract negotiations, and set-up, the service would only be used for 6 months in 2012–13 at a cost of \$2,700 (\$450 x 6 = \$2,700). The total 5-year cost of this recommendation would be \$24,300 [\$2,700 + (\$5,400 x 4)].

**FISCAL IMPACT**

Some of the recommendations provided in this report are based on state or federal laws, rules or regulations, and should be promptly addressed. Other recommendations are based on comparisons to state or industry standards, or accepted best practices, and should be reviewed to determine the level of priority, appropriate timeline, and method of implementation.

<b>RECOMMENDATION</b>	<b>2012-13</b>	<b>2013-14</b>	<b>2014-15</b>	<b>2015-16</b>	<b>2016-17</b>	<b>TOTAL 5-YEAR (COSTS) OR SAVINGS</b>	<b>ONE TIME (COSTS) OR SAVINGS</b>
43. Establish clearly defined roles and responsibilities for all technician positions to eliminate any confusion with authority and areas of responsibilities.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
44. Create an instructional technology coordinator position with responsibility for technology training and integration of technology into the curriculum.	(\$53,550)	(\$53,550)	(\$53,550)	(\$53,550)	(\$53,550)	(\$267,750)	\$0
45. Review and revise the proposed long-range technology plan taking into consideration the DIP and incorporating a detailed computer replacement plan.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
46. Develop and publish policies and procedures that establish standards for IT operations.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
47. Establish measurable IT support targets and put a process/system in place to capture, monitor, and report support activity.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
48. Redesign the district's website by providing training and assigning website responsibility to an existing IT technician.	\$0	\$0	\$0	\$0	\$0	\$0	(\$4,165)
49. Review and revise the existing disaster recovery/business continuity plan to provide more details and clarity for disaster action items.	(\$2,700)	(\$5,400)	(\$5,400)	(\$5,400)	(\$5,400)	(\$24,300)	\$0
<b>TOTALS</b>	<b>(\$56,250)</b>	<b>(\$58,950)</b>	<b>(\$58,950)</b>	<b>(\$58,950)</b>	<b>(\$58,950)</b>	<b>(\$292,050)</b>	<b>(\$4,165)</b>



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# **CHAPTER 9**

## **SAFETY AND SECURITY**

**TRINITY INDEPENDENT SCHOOL DISTRICT**

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## CHAPTER 9. SAFETY AND SECURITY

School districts must provide a safe and secure learning environment. The safety of students and school district personnel and the security of facilities and physical assets are a major concern for school districts. A balanced approach of prevention, intervention, enforcement, and recovery is essential to provide an effective safety and security program. Components of effective safety security programs include policies, procedures, and programs to address crisis contingencies, student discipline, and facility safety. Proper security organization structures and appropriate staffing provide the framework for a successful safety and security program. Districts may employ police departments or use contract officers to assist in the security of the district and use district staff to implement safety and security measures.

Trinity Independent School District's (TISD) safety and security program is administered by the director of Business and Human Resources. The director of Operations is responsible for safety operations such as conducting safety audits. The director of Technology maintains the security camera system. School principals or assistant principals conduct fire drills, report truancies to the constable, report discipline management incidents to the state, and maintain control of campus building keys. The district operates a

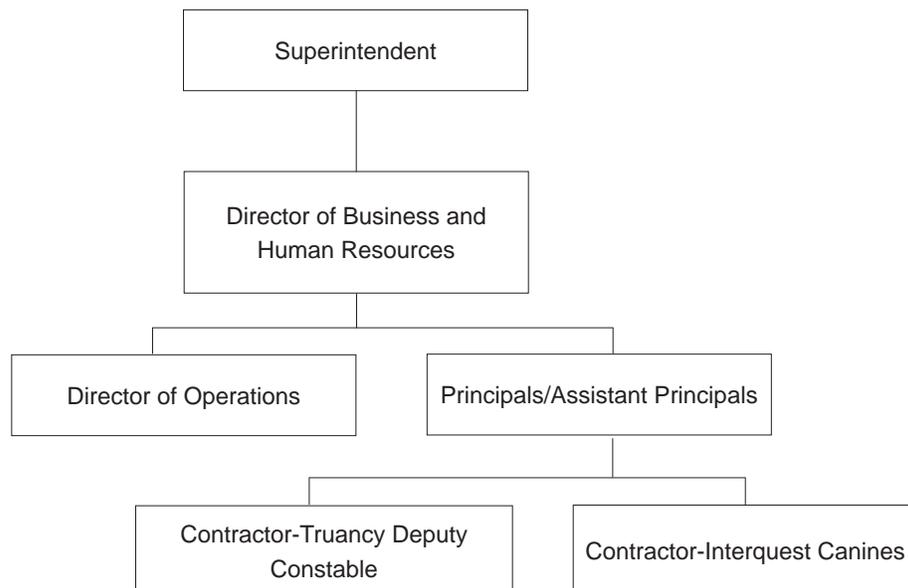
Disciplinary Alternative Education Program near the Administration building and an In-School Suspension Program in a portable building located adjacent to the middle school and high school campuses.

Contractors are also used to enforce the district's safety and security program. Since 2010–11, the district contracted with a deputy constable to serve as the TISD truancy officer to handle truancy contacts, warnings, and issue citations. Citations are issued to students for three or more days of truancy in a four-week period or 10 or more days in a six-month period. The district also contracted with Interquest Detection Canines of Southeast Texas for substance awareness and detection services for the period of August 2011 through June 2012. In addition, district administration indicated that the City of Trinity Police Department and the Trinity County Sheriff's Department provide security or emergency response as needed; however, a Memorandum of Understanding has not been provided by the district to indicate that an agreement was formalized.

**Exhibit 9–1** presents the key personnel in the safety and security program for TISD.

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### EXHIBIT 9–1 TISD SAFETY AND SECURITY ORGANIZATION SCHOOL YEAR 2011–12



SOURCE: TISD Administration, October 2011.

Effective planning for the safety and security program requires strategies that are linked to financial budgets.

**Exhibit 9–2** shows TISD expenditures for the school years 2008–09 through 2011–12, and the budget for 2011–12.

The district maintains the Student Handbook and Student Code of Conduct (SCC) on its website that contains the district’s rules and regulations regarding behavior expectations, disciplinary consequences, and safety and security policies. Each student and parent is required to sign a statement annually indicating that they have received and read the Student Handbook and Student Code of Conduct and acknowledge the rules and responsibilities outlined therein.

The district’s 2011–12 SCC states that each student is expected to comply with the following standards of conduct:

- Exercise self-control, self-respect, and self discipline;
- Demonstrate a positive attitude;
- Respect the rights and feelings of others;
- Respect school property;
- Support the learning process;
- Adhere to rules; and
- Promote a safe environment.

TISD’s discipline management techniques include verbal correction, parent conferences, transfer to a different classroom, removal from the classroom, demerits or rewards, in-school suspension (ISS), out-of-school suspension (OSS), Disciplinary Alternative Education Program (DAEP), and expulsion. The most severe disciplinary actions include:

- ISS: Students may be placed in ISS for any misconduct listed in any category of the SCC. While in ISS, the

student will complete assignments from his or her teacher.

- OSS: Students may be suspended from school for any misconduct listed in any category of the SCC. Students may be suspended for a maximum of three school days.
- DAEP: A student must be placed in DAEP for certain misconduct including felony conduct, bodily injury assault, drug-related incidents, serious act while intoxicated, involvement with a criminal street gang, expellable conduct if between six and nine years of age, federal firearm offense if the student is six years of age or younger, and engaging in serious or persistent misbehavior. All DAEP placements will be up to 180 school days. Elementary students in kindergarten through grade 4 will not be placed in DAEP with secondary students in grade 5 through grade 12.
- Expulsion: A student must be expelled for certain misconduct including bringing a firearm to school, drug-related activity, misconduct as defined in the Texas Penal Code such as arson or murder, and serious acts while intoxicated. Both mandatory and discretionary expulsions will result in expulsion for up to 180 school days. Students under the age of 10 that engage in expellable behavior will not be expelled, but will be placed in DAEP. Students will not receive academic credit for work missed during the period of expulsion unless the student is enrolled in a Juvenile Justice Alternative Education Program (JJAEP) or district-approved program as required by Individuals With Disabilities Education Act (IDEA) or Section 504.

**EXHIBIT 9–2**  
**TISD SAFETY AND SECURITY EXPENDITURES/BUDGET**  
**SCHOOL YEAR 2008–09 TO 2011–12**

EXPENSE DESCRIPTION	2008–09 EXPENDITURES	2009–10 EXPENDITURES	2010–11 EXPENDITURES	2011–12 BUDGET
Bus Monitors	\$9,619	\$7,838	\$11,332	\$10,123
Security	\$1,010	\$980	\$2,653	\$2,653
Fire Alarm Monitoring	\$3,026	\$0	\$0	\$0
Security Monitoring	\$126	\$0	\$0	\$0
Drug/Bomb Search Dogs	\$2,800	\$2,775	\$1,000	\$2,800
Bus Cameras	\$0	\$0	\$3,886	\$2,251
<b>TOTAL</b>	<b>\$16,581</b>	<b>\$11,593</b>	<b>\$18,871</b>	<b>\$17,827</b>

SOURCE: TISD Director of Business and Human Resources, October 2011.

The review team surveyed peer districts for comparison purposes to TISD. **Exhibit 9–3** compares TISD with the selected peer districts in regard to out of school suspensions and number of expulsions. TISD’s reported incidents were less than the peer districts.

**EXHIBIT 9–3  
TISD AND PEERS – OUT OF SCHOOL SUSPENSIONS AND  
NUMBER OF EXPULSIONS  
SCHOOL YEAR 2010–11**

DISTRICT	ENROLLMENT	NUMBER OF OUT OF SCHOOL SUSPENSIONS	NUMBER OF EXPULSIONS
Trinity ISD	1,201	73	*
Hempstead ISD	1,513	92	*
Wharton ISD	2,173	483	*

\*Numbers less than five have not been cited due to the Family Educational Rights and Privacy Act (FERPA) 34CFR Part 99.1 and Texas Education Agency procedure OP 10-03.

NOTE: Data for Crockett ISD and Corrigan-Camden ISD was not available.

SOURCE: Peer Survey, October 2011 and TISD Director of Business and Human Resources.

The district only recently began to take disciplinary action for truancy cases. In 2008–09, a deputy constable was contracted as the truancy officer. During this period, very few citations were issued as the constable preferred to conference with the parents in the presence of district administrators. In 2009–10, TISD did not have a truancy officer and very little action was taken regarding truancy. Since 2010–11, a deputy constable was hired as the truancy officer and citations are now issued to students in accordance with district policy.

TISD’s 2011–12 Student Handbook, Absences/Attendance section, explains that state law requires all students enrolled in prekindergarten or kindergarten and students between the ages of six and 18 to attend school, unless the student is otherwise excused from attendance or legally exempt. School

administrators must investigate and report violations of the state compulsory attendance law. A student is subject to disciplinary action for failure to comply. A court of law may also impose penalties against both the student and his or her parents if a school-aged student is purposely not attending school. A complaint against the parent may be filed in court if the student is absent from school on ten or more days or parts of days within a six-month period in the same school year, or is absent on three or more days or parts of days within a four-week period. If a student must be absent from school, the student must bring a note signed by the parent describing the reason for the absence. Parental notes will not excuse an absence for attendance accounting; it only admits the student back to class. A returning student that was absent because of illness must bring a statement from a doctor or medical facility in order for the absence to be excused for attendance accounting.

The review team conducted districtwide surveys which included questions related to safety and security. Although a majority of the respondents expressed an overall feeling of safety in the district, some respondents feel that drugs are a problem in the district. **Exhibit 9–4** shows that 50 percent of principals and assistant principals and 55 percent of parents believe that drugs are a problem in the district. Although not a majority of the junior and senior high school students agreed, 42 percent feel that drugs are a problem.

**Exhibits 9–4** through **Exhibits 9–9** display the respondents’ opinions regarding other safety and security questions.

**Exhibit 9–5** shows that 100 percent of principals and assistant principals, 51 percent of students, and 83 percent of parents believe that students feel safe and secure at schools.

**Exhibit 9–6** indicates that 67 percent of principals and assistant principals, 52 percent of district administrative and support staff, 65 percent of teachers, 52 percent of students, and 55 percent of parents feel that gangs are not a problem in the district.

**EXHIBIT 9–4  
TISD SURVEY RESULTS**

SURVEY RESPONDENTS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
<b>Survey question: “Drugs are not a problem in this district.”</b>					
Principals/Assistant Principals	16.7%	0%	33.3%	50.0%	0%
Students	13.7%	22.1%	22.1%	20.0%	22.1%
Parents	5.6%	16.7%	22.2%	33.3%	22.2%

SOURCE: Review Team Survey, October 2011.

**EXHIBIT 9–5  
TISD SURVEY RESULTS**

SURVEY RESPONDENTS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
<b>Survey question: “Students feel safe and secure at schools.”</b>					
Principals/Assistant Principals	33.3%	66.7%	0%	0%	0%
Students	7.4%	43.6%	21.3%	20.2%	7.5%
Parents	8.3%	75.0%	5.6%	5.6%	5.5%

SOURCE: Review Team Survey, October 2011.

**EXHIBIT 9–6  
TISD SURVEY RESULTS**

SURVEY RESPONDENTS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
<b>Survey question: “Gangs are not a problem in this district.”</b>					
Principals/Assistant Principals	50.0%	16.7%	16.7%	16.7%	0%
Students	15.8%	36.8%	25.3%	11.6%	10.5%
Parents	5.9%	50.0%	23.5%	17.6%	3.0%
District Administrative and Support Staff	16.1%	46.4%	23.25%	8.9%	5.45%
Teachers	14.3%	51.4%	24.3%	10.0%	0%

NOTE: Percentages may not add to 100 due to rounding.

SOURCE: Review Team Survey, October 2011.

**Exhibit 9–7** shows that 100 percent of principals and assistant principals, 68 percent of district administrative and support staff, 74 percent of teachers, and 71 percent of parents feel that students receive fair and equitable discipline for misconduct.

**Exhibit 9–8** indicates that 100 percent of principals and assistant principals, 71 percent of teachers, and 67 percent of parents feel that school disturbances are infrequent.

**Exhibit 9–9** shows that 100 percent of principals and assistant principals, and 61 percent of teachers believe that safety hazards do not exist on school grounds.

**EXHIBIT 9–7  
TISD SURVEY RESULTS**

SURVEY RESPONDENTS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
<b>Survey question: “Students receive fair and equitable discipline for misconduct.”</b>					
Principals/Assistant Principals	50.0%	50.0%	0%	0%	0%
District Administrative and Support Staff	22.8%	45.6%	17.5%	12.3%	1.8%
Teachers	15.7%	58.6%	5.7%	18.6%	1.4%
Students	5.3%	30.9%	27.7%	22.3%	13.8%
Parents	12.5%	59.4%	12.5%	9.4%	6.2%

SOURCE: Review Team Survey, October 2011.

**EXHIBIT 9–8  
TISD SURVEY RESULTS**

SURVEY RESPONDENTS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
<b>Survey question: “School disturbances are infrequent.”</b>					
Principals/Assistant Principals	50.0%	50.0%	0%	0%	0%
Teachers	8.7%	62.3%	8.7%	18.8%	1.4%
Students	8.7%	37.0%	28.3%	16.3%	9.7%
Parents	2.9%	64.7%	14.7%	14.7%	3.0%

NOTE: Percentages may not add to 100 due to rounding.

SOURCE: Review Team Survey, October 2011.

**EXHIBIT 9-9  
TISD SURVEY RESULTS**

SURVEY RESPONDENTS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
<b>Survey question: "Safety hazards do not exist on school grounds."</b>					
Principals/Assistant Principals	16.7%	83.3%	0%	0%	0%
Teachers	8.6%	52.9%	17.1%	17.1%	4.3%

SOURCE: Review Team Survey, October 2011.

**FINDINGS**

- The district’s Emergency Operations Plan (EOP) needs updating to meet current standards and requirements.
- TISD lacks effective and consistent visitor controls and school access procedures at all campuses.
- TISD lacks adequate surveillance coverage by security cameras at its schools.
- The district lacks a comprehensive safety and security policy and procedures manual which results in safety and security procedures being inconsistently performed or not performed at all.
- The district does not conduct safety audits in coordination with a school safety and security committee and designated audit teams or maintain a plan to implement the safety and security recommendations.
- TISD does not have a School Resource Officer (SRO) to enhance the safety and security program.

**RECOMMENDATIONS**

- **Recommendation 50: Update the emergency operations plan to meet current standards and requirements.**
- **Recommendation 51: Implement procedures to secure building access including limiting the number of unlocked entrances; requiring visitor sign-in with photo ID; and considering use of door access cards and an electronic visitor system.**
- **Recommendation 52: Implement adequate surveillance coverage at all schools and district buildings and develop an immediate notification method to be alerted when cameras and archive backups are not functioning properly.**

- **Recommendation 53: Draft a comprehensive safety and security policy manual for the district.**
- **Recommendation 54: Establish and maintain a school safety and security committee to support the audit process, review audit reports, and monitor implementation plans.**
- **Recommendation 55: Perform a cost/benefit analysis to determine the value of hiring a School Resource Officer.**

**DETAILED FINDINGS**

**EMERGENCY OPERATIONS PLAN (REC. 50)**

TISD’s Emergency Operations Plan (EOP) needs updating to meet current standards and requirements. The latest edition of the EOP was for the school year 2008–09. This edition includes outdated and incomplete information and does not address all hazardous emergency situations. For example, the district has schools within 1,000 feet of a railroad track but does not have a train derailment response included in their EOP. Furthermore, TISD’s principals and assistant principals told the review team that they were not aware of the district’s EOP.

In addition to the train derailment response, other examples of missing information from the EOP included signed approvals of the plan; record of plan changes; identification of emergency organization individuals and responsibilities; requirement for an After Action Report to capture the nature of the incident, outcomes, and recommendations; outdated Appendix 2 of EOP Planning Team with names excluding phone numbers and email addresses; distribution list for EOP and Annexes; staff skills inventory; district call tree; and safety/security audit report summary and action plan.

EOPs are intended to offer guidance for the inevitable emergencies and disasters that school districts face and clarify emergency roles and response. Effective EOPs outline a district’s approach to emergency management and operations and provide general guidance for emergency management

activities including the district's methods of mitigation, preparedness, response, and recovery. The plan should also describe the emergency response organization and assign responsibilities for various emergency tasks.

The Texas Education Code Section 37.108(d) states that a school district shall include in its multi-hazard emergency operations plan a policy for responding to a train derailment near a district school. A school district is only required to adopt the policy described by this subsection if a district school is located within 1,000 yards of a railroad track, as measured from any point on the school's real property boundary line. The school district may use any available community resources in developing the policy described by this subsection. In meeting this requirement it is suggested that school districts collaborate with local emergency managers and emergency response providers who respond to such incidents. The benefit to be derived from planning for such an incident is the planning processes itself. Two related plans would be: Evacuation and Shelter in Place.

Chapter 418 of the Government Code provides that each local and inter-jurisdictional agency, including a school district, shall prepare and keep current an emergency operations plan for its area providing for disaster mitigation, preparedness, response, and recovery. Texas Education Code (TEC) Section 37.108 Multi-hazard Emergency Operations Plan states that each school district shall adopt and implement a multi-hazard EOP for use in the district's facilities. The EOP must address the mitigation, preparedness, and response and recovery phases of emergency management defined as follows:

- Mitigation/Prevention—what schools and districts can do to reduce or eliminate risk to life and property;
- Preparedness—the process of planning for the worst-case scenario;
- Response—the steps to take during a crisis or emergency; and
- Recovery—how to restore the learning and teaching environment after an event.

The EOP must also provide for:

- District employee training in responding to an emergency;
- Mandatory school drills and exercises to prepare district students and employees for responding to an emergency;

- Measures to ensure coordination with the Department of State Health Services and local emergency management agencies, law enforcement agencies, and fire departments in the event of an emergency; and
- The implementation of a security audit as required by TEC Section 37.108(b).

**Exhibit 9–10** provides an overview and description of components in an emergency operations plan as provided by the Texas School Safety Center (TxSSC). Guidance for EOP planning, as well as current EOP checklists and sample plan templates, may be downloaded from the Texas School Safety Center (TxSSC) website.

TISD should update the emergency operations plan to meet current standards and requirements. In addition, the district should maintain Standard Operating Guidelines (SOGs) and current call lists and rosters to supplement the EOP. The basic plan should include a distribution list that indicates who receives copies of the basic plan and any revisions to it.

According to the Texas School Safety Center's EOP Planning Guide, district planners may wish to prepare additional annexes for emergency functions not covered by state planning standards such as emergency training and exercises, financial management for emergency operations, caring for students during emergencies, and others. Appendices and/or attachments (supporting documents) should be added to each annex as necessary to provide amplifying information, sample documents, checklists, diagrams, maps, and other materials pertinent to the emergency function addressed in the annex.

These supporting documents are confidential and not for general distribution. Copies of plans and annexes should be distributed to those individuals, departments, agencies, and organizations tasked in the document, including the district emergency management coordinator and school Safety and Security Planning Committee; copies should also be provided to school officials and set aside for the emergency operating center and other emergency facilities. It may also be feasible to post the plan on the network or website with access limited to personnel with authorized passwords. The "how to" information needed only by specific individuals or groups involved should be included in SOGs.

**EXHIBIT 9–10  
EMERGENCY OPERATIONS PLAN COMPONENTS**

EOP COMPONENT	DESCRIPTION
Administrative	Approval & Implementation Page signed by the superintendent; Record of Changes; and Table of Contents.
Authority	Identify School Board of Trustees (board) and government authorities that establish the legal basis for planning and carrying out emergency responsibilities.
Purpose	Describe the reason for the EOP development and its annexes and identify who the plan applies to.
Explanation of Terms	Explain and/or define terms, acronyms and abbreviations used in the document.
Situation & Assumptions	Statement summarizing the potential hazards facing the district, including likelihood of occurrence and estimated impact on school health, safety, and property.
Concept of Operations	<ul style="list-style-type: none"> <li>• Describe the district’s overall approach to emergency management.</li> <li>• Statement acknowledging the adoption of the National Incident Management System (NIMS).</li> <li>• Describe district-level incident command arrangements and the interface between district emergency operations and the City and/or County Emergency Operations Center.</li> <li>• Outline the process to be used obtain state or federal assistance.</li> <li>• Summarize emergency authorities of district officials.</li> <li>• List actions to be taken by district staff during various phases of emergency management.</li> </ul>
Organization & Assignment of Responsibilities	<ul style="list-style-type: none"> <li>• Describe the district’s emergency organization.</li> <li>• Describe the emergency responsibilities of the School Board of Trustees, superintendent, and other members of the executive team.</li> <li>• Describe the common emergency management responsibilities of all district departments and safety/security committees.</li> <li>• Outline responsibilities for various emergency service functions, summarize the tasks involved, and indicate by title or position the individuals with primary responsibility for each function.</li> <li>• Outline the emergency services that community volunteer groups and businesses have agreed to provide.</li> </ul>
Direction & Control	<ul style="list-style-type: none"> <li>• Indicate by title or position persons responsible for providing guidance for the emergency management program and directing and controlling emergency response and recovery activities.</li> <li>• Define district emergency facilities and summarize the functions performed by each area.</li> <li>• Summarize the line of succession for key personnel.</li> </ul>
Readiness Levels	<ul style="list-style-type: none"> <li>• Explain readiness levels, indicate who determines them, and describe general actions to be taken at various readiness levels.</li> </ul>
Administration & Support	<ul style="list-style-type: none"> <li>• Outline policies on agreements and contracts and refer to summary of current emergency service agreements and contracts in appendices.</li> <li>• Establish requirements for reports required during emergency operations.</li> <li>• Outline requirements for record-keeping related to ensure compliance with NIMS requirements.</li> <li>• Establish requirements for a post-event review of emergency operations following major district emergencies and disasters.</li> </ul>
Development & Maintenance	<ul style="list-style-type: none"> <li>• Identify who is responsible for approving and promulgating the plan and indicate how it will be distributed.</li> <li>• Outline the process and schedule for review and update the plan and its annexes.</li> </ul>
Attachments	Distribution list, EOP Team, Incident Command Summary/Structure, Site Map, Campus/Facility Maps, Interlocal Agreements, Call Tree, etc.
Annexes	Warning, Communications, Student/Family Reunification, Evacuation, etc.

SOURCE: Texas School Safety Center website, 2010 Draft District EOP Checklist.

In addition, district staff with a critical role in emergency response should complete training related to the emergency operations plan (EOP). According to the district’s 2008–09 EOP, the following training should be conducted:

- All district and site personnel should be trained in using the Incident Command System.

- All persons tasked in the Basic Plan or Annexes should receive ICS-100 and IS-700 NIMS free web-based trainings from the Emergency Management Institute.
- Training and refresher training sessions should be conducted for all district personnel including the first-in-service day of the school year for all academic staff.

The sessions should include updated information on plans and/or procedures, annexes, and appendices and changes in the duties and responsibilities of plan participants.

- The district should plan for 10 drills and exercises during the school year.

More specifically, each staff member should receive training on Incident Command Systems (ICS) and the National Incident Management System (NIMS). The NIMS is a standardized system used throughout the U.S. to coordinate emergency preparedness and incident management among various local, state, and federal agencies. The NIMS provides a consistent framework within which government agencies can work together to most effectively manage emergencies and mandates the use of ICS. Any school district requesting emergency preparedness funding from the federal government is required to be in compliance with NIMS implementation activities and work in close coordination with designated members of their local government.

The superintendent should assign responsibility for the EOP, SOGs, current call lists and rosters, and the implementation of a training plan to an administrator to ensure timely updating and proper testing, implementation, and maintenance.

This recommendation can be implemented with existing resources.

#### **VISITOR ACCESS AND SIGN-IN PROCEDURES (REC. 51)**

TISD lacks effective, consistent visitor controls and school access procedures at all campuses. The review team found that TISD had varied and informal visitor controls and ineffective school access procedures. At one campus, the review team was able to walk in through the cafeteria doors and bypass the main office. At another campus, no one was sitting in the reception area at the main office and, at a third campus, the employee remained on the phone while the team waited for visitor instructions. Three out of four campuses visited required photo identification. One campus could not find any visitor badges. Most campuses lacked adequate visitor instructions and directional signs. Most exterior doors were unlocked at all campuses.

While making appropriate school visitors feel welcomed and comfortable is important, maintaining adequate security control is essential. The 2011–2012 Student Handbook, Visitors to the School section, states that all visitors must first report to the principal's office and must comply with all

applicable policies and procedures. The 2011–2012 Employee Handbook, Visitors in the Workplace section, states that all visitors are expected to enter any district facility through the main entrance and sign in or report to the building's main office. The policies do not address obtaining badges or providing photo identification, and the district does not have any background information on visitors.

Taft ISD restricts access to the front entrance of the district's elementary school by requiring an employee access card or for the receptionist to electronically unlock the door to visitors. The district maintains security cameras to record all employees, students, and visitors entering the front doors to the administration area. A magnetic locked door and intercom system secures the front doors of the school. Visitors must buzz in on the intercom system to obtain access into the front entrance. This feature is an effective security measure in restricting access to the elementary students and staff.

Manor ISD maintains an electronic visitor registration system to record, track, and monitor visitors to school campuses throughout the district. The system enhances school security by reading visitor driver's licenses and comparing information to a sex offender database for 48 states including Texas. If there is no match, then a visitor badge is printed that includes the visitor's photo and name, time, and date. Manor ISD's Visitor Management Procedural Guide also requires every campus visitor be scanned into the visitor registration system, including parents, volunteers, vendors, board members, substitute teachers, employees who do not have a badge available, and former students.

TISD should implement procedures to secure access including limiting the number of unlocked entrances; requiring visitor sign-in with photo ID; and considering use of door access cards and an electronic visitor system. In order to enhance TISD school security, the number of unlocked entrances to each school should be limited to help control visitor access, and the district should consider installing door access cards instead of using keys. Other doors besides the main public entrance should remain locked. If feasible, the visitor entrance should be limited to a single door that is observable from the main office. Visitor instructions and direction signs should be posted in clear view on exterior doors. These signs should inform visitors that they must report to the main office and provide directions to the visitor entrance.

Each visitor should be required to show a photo ID and sign in to a visitor log at the main office. The log should include the date, visitor name, address, reason for visit, time in and time out. Recording the visitor's vehicle license plate number is also desirable. The visitor's name and address as shown on their ID should be verified against the sign-in log. Colorful visitor identification badges should be used for all visitors, including vendors and contractors. The visitor ID badges should be stored in a secure place. It is desirable to use ID badges that expire with age or have a large, clearly visible expiration date and time. The district should require visitors to return the ID badge and sign out after their visit is complete. Administrative staff should be trained to verify that every visitor has signed out at the end of each day. The district should also consider using an electronic visitor management system that checks the background of each visitor.

The fiscal impact associated with this recommendation depends on the type and level of security that the district selects.

#### **SECURITY EQUIPMENT (REC. 52)**

TISD lacks adequate surveillance coverage by security cameras at its schools. Some cameras at the campuses and administration building were not operating, and there were no current archive backups for some of the cameras. The director of Technology indicated that the system should automatically backup the tapes for the most recent 21 day period. Additionally, there are many important areas not covered by the current cameras including parking lots and other common areas. TISD's current camera coverage generally covers all entrances and campus hallways.

The director of Technology checks whether all cameras are operating properly every week. If a camera malfunctions during the period between checks, there is no automatic notification that the camera is not operating or that the archive backups are not stored for the most recent 21-day period. Some of the archives were last updated in May 2011.

The use of cameras in school districts can be very useful in incident and criminal investigations. The recordings can be invaluable in evaluating evidence and fairly reprimanding students involved in code of conduct breaches and fighting. Many school districts agree that installing video surveillance equipment discourages mischief and inappropriate behavior. Security cameras also provide many benefits to district administration and staff.

TISD should implement adequate surveillance coverage at all schools and district buildings and develop an immediate notification method to be alerted when cameras and archive backups are not functioning properly. The district has recently purchased additional cameras that are in inventory, and these cameras should be installed immediately. TISD's director of Technology indicated that technology is available to provide immediate notification when cameras and archive backups are not functioning properly. The director should determine the cost-benefit of implementing these upgrades. No fiscal impact is proposed until the district analyzes if a sufficient number of cameras are in inventory.

#### **POLICIES AND PROCEDURES (REC. 53)**

TISD lacks a comprehensive safety and security policy and procedures manual which results in safety and security procedures being inconsistently performed or not performed at all. The following procedures are maintained by the district:

- The 2011–2012 Student Handbook provides information for parents and students including policies regarding absences/attendance, bullying, code of conduct, dress and grooming, safety, searches of desks, lockers and vehicles, and visitors to the school. The Safety section requires students know emergency evacuation routes and signals and participate in drills of emergency procedures.
- The 2011–2012 Student Code of Conduct documents behavior expectations and consequences for violating the code.
- The 2011–2012 Employee Handbook includes a general visitor policy and employee safety guidelines.

While those procedures provide basic guidelines, detailed procedures are needed to address implementation of these guidelines and other policies that are not covered. Examples of procedures performed inconsistently or not performed include:

- Disciplinary management actions related to bus incidents are documented but not reported to the state.
- Evacuation drills are sporadically performed, but documentation is inconsistent among the campuses.
- Control of keys to the campus is maintained by each campus administrator, and employees told the review

- team that they make duplicate copies of keys at the hardware store when necessary.
- No safety or security program evaluations or other related reports are maintained.
- Teachers and principals do not maintain emergency backpack supplies in their classroom consisting of flashlights, first aid supplies, and other emergency supplies.
- Documentation of signed acknowledgements by students and parents for the Student Handbook and Student Code of Conduct is inconsistent and could not be located at one campus.
- No current district improvement and campus improvement plan sections relating to safety and security with related progress reports were available.
- The district discontinued the use of an emergency alarm system and only maintains the fire alarm system.
- Contract performance evaluations of the contractors used for safety and security services were not available to ensure that the services are performed effectively and in compliance with the contract.

The Texas School Safety Center and the Federal Emergency Management Agency (FEMA) recommend that all classrooms have an emergency CLASSROOM GO KIT. Frequent emergency drills, using predetermined and appropriate protocol, can be conducted to reduce the possibility that students and staff may become victims in an emergency, and to ensure that responses are well executed. Frequent drills help ensure that staff and students know what their responsibilities are during any type of emergency.

Districts can develop procedures that cover the following:

- Provide staff members with written instructions on drilling procedures.
- Discuss the importance of emergency drills during staff meetings.
- Provide staff feedback on drill procedures.
- Assess the staff's response to emergency drills.
- Include emergency drill procedures in information packets for substitutes and new staff members.

- Involve the school's support staff librarians, office staff, custodians, bus drivers, frequent volunteers, etc. in all emergency practice drills.
- Encourage staff to review the importance of emergency drills with students, as well as their role during drills.
- Provide students with specific instructions on each drill and include the objective of the drill.
- Allow student feedback concerning emergency drills.
- Provide emergency drill information to all new students.
- Include special provisions during drills for special needs students.

The director of Business and Human Resources (director) should draft a comprehensive safety and security policy manual for the district. The director should meet with the superintendent to outline the areas for procedure development. The manual should include the following topics: Emergency Operations Plan, emergency training, safety and security audits, preparedness drills, visitor's policy, playground safety, incident reporting, internet safety, bullying, gender respect, and H1N1 and incorporate excerpts from existing employee and student handbooks and the updated EOP. Guidelines from state and national publications, which can be found in the resources section of the Texas School Safety Center's website, should be reviewed to assist in identifying standards to include in the manual. The superintendent should present the outline to the board for additional input and provide examples of procedures manuals from other school districts. After the board has provided its direction, the director should draft the policies and procedures manual for the superintendent's review and modifications. The superintendent should submit the final draft to the board for approval and adoption.

This recommendation can be implemented with existing resources.

#### **SAFETY AUDIT PROCESS (REC. 54)**

TISD does not conduct safety audits in coordination with a school safety and security committee and designated audit teams or maintain a plan to implement the safety and security recommendations.

The director of Operations conducted the audit recently completed for the August 31, 2011 deadline. The audit report indicated the following:

- School Exterior:
  - One clearly marked and designated entrance for visitors.
  - Visual surveillance of bicycle racks is possible.
  - Visual surveillance of parking lots from main office is possible.
  - Students/staff are issued parking stickers for assigned parking areas.
  - Student access to parking area is restricted to arrival and dismissal times.
  - Outside hardware has been removed from all doors except at points of entry.
- School Interior:
  - One clearly marked and designated entrance for visitors.
  - Directional lights are aimed at the building.
  - One person is designated to perform the security checks at the end of day.
  - All school equipment is permanently marked with an Identification Number.
  - There is regular maintenance and/or testing of the entire security alarm system at least every six months.
  - Consideration given to establishing a greeters window inside first set of exterior doors.
  - Consideration given to installing Proximity Readers on certain exterior doors.
  - User of pagers to communicate during emergencies.
- Opportunities for Student Involvement:
  - Students represented on the school safety team.
- Development of a Crisis Management Plan:
  - Drills practiced on a quarterly basis: Lockdown, Lockout, Shelter in Place.
- Staff Development:
  - School security officers receive in-service training for their responsibilities.

The report also indicated that improvements were needed in the following areas:

- Character education is taught as part of the curriculum in accordance with the Safe Schools Against Violence in Education (SAVE) Legislation requirements.
- Incident reporting procedure for disruptive and violent students in accordance with the SAVE Legislation requirements.

The audit report did not indicate the preparer, date, audit team, or the location.

As required by Section 37.108 of the Texas Education Code, each school district shall conduct a security audit of the district's facilities at least once every three years. And to the extent possible, a district shall follow security audit procedures developed by the Texas School Safety Center or a comparable public or private entity. The Texas School Safety Center recommends that teams be established to conduct the school safety audit comprised of at least three to five people such as central office administration, teachers, parents, and law enforcement personnel. Team members should not audit their own facility to ensure neutrality and objectivity. Training of district auditing teams and personnel conducting the facility audits is recommended and should provide for a more accurate assessment of the overall safety and security of all district facilities and operations. A school district is required to report the results of the safety and security audit conducted to the district's board of trustees and to the Texas School Safety Center. A review of the identified implementation and improvements determined from the complete audit should be conducted on an annual basis.

The Texas Education Code Section 37.109. SCHOOL SAFETY AND SECURITY COMMITTEE, states that:

- (a) In accordance with guidelines established by the Texas School Safety Center, each school district shall establish a school safety and security committee.
- (b) The committee shall:
  1. participate on behalf of the district in developing and implementing emergency plans consistent with the district multi-hazard emergency operations plan required by Section 37.108(a) to ensure that the plans reflect specific campus, facility, or support services needs;
  2. provide the district with any campus, facility, or support services information required in connection with a safety and security audit required by Section

37.108(b), a safety and security audit report required by Section 37.108(c), or another report required to be submitted by the district to the Texas School Safety Center; and

- review each report required to be submitted by the district to the Texas School Safety Center to ensure that the report contains accurate and complete information regarding each campus, facility, or support service in accordance with criteria established by the center.

TISD should establish and maintain a school safety and security committee to support the audit process, review audit reports, and monitor implementation plans. The size of the committee should be determined based on the district size and should consider the need to bring together expertise from various district areas and functions. Audit teams should also be established to assist in and provide input for the safety and security assessments. The Texas School Safety Center model report template should be used in conducting the school safety and security audits.

This recommendation can be implemented with existing resources.

**SCHOOL RESOURCE OFFICER (REC. 55)**

TISD does not have a School Resource Officer (SRO) to enhance the safety and security program. SROs help support safety and security efforts on campuses, and school districts can use SROs in a combination of ways. SRO activities often include: school monitoring, enforcement of policies (e.g., anti-bullying and positive behavior support), incident review and documentation, student counseling, and training.

Incident counts slightly increased from 2008–09 to 2009–10 mainly for fighting/mutual combat and code of conduct violations, as shown in **Exhibit 9–11**. Also, as indicated earlier in **Exhibit 9–4**, 50 percent of principals/assistant principals and over 50 percent of parents surveyed felt that drugs were a problem in the district.

SROs can improve the school environment from a safety and security standpoint and enhance various safety and security programs. In addition, the staff for two of TISD’s peers also includes a police chief (**Exhibit 9–12**).

Lamesa ISD (LISD) hired a School Resource Officer to support safety and security efforts at all campuses across the district in school year 2010–11. The SRO is employed full-time by the Lamesa Police Department (LPD) and contracted

**EXHIBIT 9–11  
TISD INCIDENT COUNTS BY DISCIPLINE ACTION GROUPS  
SCHOOL YEARS 2007–08 THROUGH 2009–10**

ACTION GROUP	2009–10	2008–09	2007–08
<b>In School Suspension</b>			
Violated Local Code of Conduct	358	314	276
Criminal Mischief	0	0	5
Tobacco	8	*	*
Fighting/Mutual Combat	10	6	20
<b>Out of School Suspension</b>			
Serious/Persistent Misconduct	*	12	*
Violated Local Code of Conduct	56	72	76
Criminal Mischief	0	0	9
Terroristic Threat	*	6	0
Fighting/Mutual Combat	58	37	35
<b>DAEP</b>			
Controlled Substance/Drugs	*	6	*
Violated Local Code of Conduct	37	31	37
Terroristic Threat	0	7	0
Fighting/Mutual Combat	6	37	20

\*Numbers less than five have not been cited due to the Family Educational Rights and Privacy Act (FERPA) 34CFR Part 99.1 and Texas Education Agency procedure OP 10-03.  
SOURCE: Texas Education Agency, PEIMS Data.

**EXHIBIT 9–12  
TISD AND PEERS – TYPES OF SCHOOL SECURITY OFFICERS**

DISTRICT	TYPE OF SECURITY OFFICER
Trinity ISD	Contract Truancy Deputy Constable
Corrigan-Camden ISD	None
Hempstead ISD	District Police Chief
Wharton ISD	District Police Chief

NOTE: Data for Crockett ISD was not available.  
SOURCE: Review Team Peer Survey and TISD Director of Operations.

by LISD 10 months out of the year. While the SRO reports directly to an assistant superintendent, the position works very closely with the principals and assistant principals at each of the schools. The addition of the SRO already appears to have made a substantial difference in reducing in-school incidents and enhancing the overall environment with respect to safety, security, and conduct. Primary responsibilities of the SRO include: general school surveillance, enforcing the school code of conduct and dress

code, support on due process, criminal investigation support, coordination with the Child Protective Services (CPS) Division of the Texas Department of Family and Protective Services, truancy follow-up, completing incident reports, and completing Misdemeanor Field Releases (MFRs). In addition to these primary responsibilities, additional duties include working on relationships with the community and providing in-class educational programs. The SRO has also invested in personal training related to active shootings in schools and proper school lockdown procedures. This position brings a wealth of knowledge and best practices in this area that is used to enhance the quality of the emergency operations plans for LISD.

TISD should perform a cost/benefit analysis to determine the value of hiring a SRO. This cost may be offset by reducing the state revenues lost from reporting absent students plus the savings from terminating the contract with the deputy constable to handle truancy violations. Performing the cost/benefit analysis can be implemented with existing resources.

**FISCAL IMPACT**

Some of the recommendations provided in this report are based on state or federal laws, rules or regulations, and should be promptly addressed. Other recommendations are based on comparisons to state or industry standards, or accepted best practices, and should be reviewed to determine the level of priority, appropriate timeline, and method of implementation.

<b>RECOMMENDATION</b>	<b>2012-13</b>	<b>2013-14</b>	<b>2014-15</b>	<b>2015-16</b>	<b>2016-17</b>	<b>TOTAL 5-YEAR (COSTS) OR SAVINGS</b>	<b>ONE TIME (COSTS) OR SAVINGS</b>
50. Update the emergency operations plan to meet current standards and requirements.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
51. Implement procedures to secure building access including limiting the number of unlocked entrances; requiring visitor sign-in with photo ID; and considering use of door access cards and an electronic visitor system.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
52. Implement adequate surveillance coverage at all schools and district buildings and develop an immediate notification method to be alerted when cameras and archive backups are not functioning properly.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
53. Draft a comprehensive safety and security policy manual for the district.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
54. Establish and maintain a school safety and security committee to support the audit process, review audit reports, and monitor implementation plans.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
55. Perform a cost/benefit analysis to determine the value of hiring a SRO.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>TOTALS</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>

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# **CHAPTER 10**

# **COMMUNITY INVOLVEMENT**

**TRINITY INDEPENDENT SCHOOL DISTRICT**

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## CHAPTER 10. COMMUNITY INVOLVEMENT

Community involvement is essential to the success of a school district such as Trinity Independent School District (TISD), and the quality of life and development of its workforce. A successful community involvement program is designed so that it addresses both the unique characteristics of the school district and the community. A critical component of a school improvement and accountability system is a high level of community involvement. Community members provide valuable resources that can enrich and enhance the overall educational system. In turn, community members directly benefit because they ultimately supply an informed citizenry, an educated workforce, and future community leaders. With the state headquarters of the Texas Department of Criminal Justice (TDCJ) and Sam Houston State University just 20 minutes away, the Trinity area serves as a bedroom community for the constantly growing workforce of these two institutions.

### ACCOMPLISHMENTS

- The superintendent's active involvement in business, civic, and community organizations since his arrival 15 months ago has helped to promote positive relations between the community and the school district.
- TISD has a very active group of parents and community members who work together and provide considerable volunteer hours to support the district's mission.

### FINDINGS

- TISD is not fully leveraging its partnership with the local Boys & Girls Club of Trinity Program to maximize potential academic success for the district.
- TISD has not expanded upon the established successful partnerships with local institutions so as to provide additional educational and community support opportunities for the district and the City of Trinity.

### RECOMMENDATIONS

- **Recommendation 56: Expand student tutorial services provided by the Boys & Girls Club of Trinity Program so that it targets academic deficiencies identified for individual student participants to improve overall academic performance.**
- **Recommendation 57: Develop stronger relationships with Angelina College, Sam Houston State University, and TDCJ to help foster a college culture and promote economic development within the Trinity community.**

### DETAILED ACCOMPLISHMENTS

#### BUSINESS AND CIVIC INVOLVEMENT

The superintendent's active involvement in business, civic, and community organizations since his arrival 15 months ago has helped to promote positive relations between the community and the school district.

The district's superintendent maintains an active leadership role in organizations such as the Trinity Chamber of Commerce and Lions Club, and has worked closely with local civic leaders to establish a student chapter of Crime Stoppers at Trinity High School. Community members interviewed about district relations indicated that the superintendent's visibility and participation in the community has facilitated stakeholder "buy-in" for many of the recent programmatic and staffing changes that have been made by the district to improve academic performance.

During interviews with board members, and civic and business groups, review team members were consistently told that TISD's superintendent is very accessible to the community. Because TISD is a relatively small school district, it does not have a formal Community Relations or Public Information Office that might typically be found in a larger school district. By being actively engaged in Trinity business and civic organizations, TISD's superintendent is able to build positive relationships within the local community and raise public awareness about the district, which ultimately promotes strong parental and community involvement.

**PARENT/COMMUNITY VOLUNTEER SUPPORT**

TISD has a very active group of parents and community members who work together and provide considerable volunteer hours to support the district’s mission. TISD’s parent involvement initiatives are primarily campus-based, which means that the programs are organized and carried out at the campus level, with parents maintaining a significant amount of interaction with the districtwide volunteer coordinator and school principals.

While the districtwide volunteer coordinator is assigned to work at the elementary school, this position works closely with the intermediate, middle, and high school principals to ensure that volunteer activities are properly communicated to parents and community members, and staffed with an adequate number of volunteers. An important part of the volunteer coordinator’s position responsibilities includes recruiting volunteers and tracking volunteer commitment/ service hours.

TISD has a districtwide Parent Teacher Association (PTA) organization that has had more than 200 members for the past three years. The district’s PTA organization is affiliated

with the National PTA, which means that it abides by its structure regarding mission, organization, and dues. The National PTA is the largest volunteer child advocacy association in the country and sets out to provide schools with tools for parents to help their children to be successful students. TISD’s districtwide PTA meets monthly during the school year to plan parental and community involvement activities. The PTA also works closely with the districtwide volunteer coordinator to ensure that parents are volunteering in schools and assisting with fundraisers plus a host of other activities. Some of these activities include field trips that span as far as Houston and San Antonio. The district’s superintendent and guest speakers typically participate at the monthly meetings to provide parents and/or community members with updates on school activities or special programs such as school or community sponsored tutorial sessions, field trips sponsored by community organizations, or social support programs that could be useful to students.

TISD has developed and implemented a wide array of successful parent and community volunteer programs. A sample of these programs is highlighted in **Exhibit 10–1**.

**EXHIBIT 10–1  
SAMPLE OF TRINITY ISD PARENT AND COMMUNITY VOLUNTEER PROGRAMS**

NAME	DESCRIPTION
Mentor Program	Started in January, 1995, the Trinity ISD Mentors are chosen by nomination into the program. Mentors have been identified as those who possess skills, traits, and attitudes that exemplify personal excellence and quality. Mentors are strong role models for students and are committed to the needs and interests of students they are paired-up with. Intermediate, middle, and high school student mentees are selected because they have a need to be nurtured, which may include academic, social, or career goals. Most mentees are average students who often would go through school unrecognized and rarely get into trouble. Additionally, some elementary students are selected for the Mentor Program, and these students are followed all the way through to graduation.
Fall Festival	Fall Festival is held the third weekend of October each year at the elementary school and the entire Trinity community is invited. Students wear costumes and organize games to raise money for the district. Middle and high school students assist with the volunteer efforts to operate game and food booths.
Senior Awards Scholarship Night	PTA officers/parents work with the high counselor to plan an awards night in May of each year for graduating seniors to honor their accomplishments and acknowledge academic scholarships. The event is attended by seniors, parents, community members, district administration, board members, and community/business partners that provide monetary scholarships.
Nachos and Numbers	Started in 2003–04 at the Edna Lansberry Elementary, Nachos and Numbers is a fun, festive family night designed to combine Mexican food dishes with mathematics curriculum so students and parents enjoy learning together. Middle and high school students volunteer to help with the event.
Watch D.O.G.S.	Kicked off at Edna Lansberry Elementary School in September 2011, Watch D.O.G.S. (Dads of Great Students) is an innovative father or “father figure” involvement program inspired by one father’s desire to increase male involvement in his child’s school. Fathers invest one day a year in school and work alongside teachers/educators reading to students, helping with homework, tutoring, participating in playground activities or any other activity that would be useful to the classroom/school. The United States Department of Education has identified Watch D.O.G.S. as an effective way to increase male involvement in schools.

SOURCE: TISD Parent/Community Volunteer Coordinator Office, October 2011.

Detailed participation logs outlining the names of parent and community volunteers are maintained at each school, and recognition dinners and awards are planned to recognize parents and community members who demonstrate the highest participation levels. During school year 2010–11, TISD had a total of 155 parents and community members to volunteer, and these individuals logged over 5,300 volunteer hours for the school district for a wide variety of activities such as room parents, tutors, mentors, field trip chaperones, and band volunteers. **Exhibit 10–2** presents a summary of the volunteer hours allocated by campus and activity.

In addition to the volunteer hours, TISD received over \$3,200 in volunteer donations from various community partners.

At the end of each school year, the district provides special recognition for volunteers in specific categories. These categories for school year 2010–11 include:

- Volunteers donating more than 50 hours (6 individuals received recognition);
- Volunteers donating more than 100 hours (4 individuals received recognition);
- Outstanding volunteer of the year;
- Special recognition awards for photography at district and campus events;
- Community Partners in Education (awarded to Trinity PTA Executive Board);

- Partners in promoting school attendance (awarded to the Golden Corral Restaurant, and Mr. Gatti’s Pizza [Huntsville]; and ALCO Discount Stores [Trinity]); and
- Partners in School Honor Roll and Reading Programs (Subway, and Rudy’s [Trinity]; and Texas Roadhouse Restaurant [Conroe]).

Survey results conducted by the review team during the onsite visit also support positive perceptions of the district’s community involvement activities.

Strong parental and community involvement programs typically begin with good communication channels. **Exhibit 10–3** shows that 86 percent of teachers, 100 percent of principals and assistant principals, and 69 percent of parents responding to the review team’s survey conducted during the onsite visit feel that the district regularly communicates with parents.

**Exhibit 10–4** illustrates that approximately half of the teachers, principals and assistant principals, and parents responding to the review team survey felt that TISD schools have plenty of volunteers to help student and school programs.

**Exhibit 10–5** shows that 62 percent of teachers, 83 percent of principals and assistant principals, and 55 percent of parents responding to the survey felt that district facilities are open for school community use, which suggests that

**EXHIBIT 10–2  
TISD SUMMARY OF PARENT/COMMUNITY VOLUNTEER HOURS  
SCHOOL YEAR 2010–11**

VOLUNTEER HOURS BY ACTIVITY TYPE											
CAMPUS	ROOM PARENT	TUTOR	MENTOR	LIBRARY AIDE	CLASSROOM AIDE	SPECIAL CHAPERONE	EVENT MONITOR	BAND VOLUNTEERS	RETIRED SENIOR VOLUNTEER	TOTAL	
Edna Lansberry Elementary	204	96	114	130	1,343	522	299	161	0	1,175	4,044
Trinity Intermediate	48	0	0	0	201	84	75	132	0	65	605
Trinity Middle	0	0	0	0	0	8	90	0	49	0	147
Trinity High	0	0	0	74	96	8	206	0	50	74	508
<b>TOTAL</b>	<b>252</b>	<b>96</b>	<b>114</b>	<b>204</b>	<b>1,640</b>	<b>622</b>	<b>670</b>	<b>293</b>	<b>99</b>	<b>1,314</b>	<b>5,304</b>

SOURCE: TISD Parent/Community Volunteer Coordinator Office, October 2011.

**EXHIBIT 10-3**  
**TISD SURVEY RESPONSES ON DISTRICT COMMUNICATION WITH PARENTS**

RESPONDENT	TOTAL RESPONSES	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
<b>Survey question: "The district regularly communicates with parents."</b>						
Teachers	70	27%	59%	4%	7%	3%
Principals and Assistant Principals	6	33%	67%	0%	0%	0%
Parents	36	3%	66%	11%	17%	3%

SOURCE: Review Team Survey, October 2011.

**EXHIBIT 10-4**  
**TISD SURVEY RESPONSES ON VOLUNTEER PROGRAMS**

RESPONDENT	TOTAL RESPONSES	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
<b>Survey question: "Schools have plenty of volunteers to help student and school programs."</b>						
Teachers	69	6%	42%	14%	29%	9%
Principals and Assistant Principals	6	0%	50%	17%	33%	0%
Parents	35	3%	46%	14%	34%	3%

SOURCE: Review Team Survey, October 2011.

**EXHIBIT 10-5**  
**TISD SURVEY RESPONSES ON USE OF DISTRICT FACILITIES**

RESPONDENT	TOTAL RESPONSES	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE
<b>Survey question: "District facilities are open for community use."</b>						
Teachers	70	13%	49%	21%	13%	4%
Principals and Assistant Principals	6	16%	67%	17%	0%	0%
Parents	36	5%	50%	30%	12%	3%

SOURCE: Review Team Survey, October 2011 .

community members feel welcome at schools and are able to use school facilities when needed.

## DETAILED FINDINGS

### **LEVERAGING COMMUNITY PARTNERSHIPS (REC. 56)**

TISD is not fully leveraging its partnership with the local Boys & Girls Club of Trinity (BGCT) Program to maximize potential academic success for the district. The BGCT Program for grade 1–12 students is administered at the district's intermediate campus. Currently, about 100 TISD students are enrolled in the program.

The program consists of academic enrichment and recreation activities at the end of each school day from 3:00 to 6:00 p.m. Students pay \$20 at the beginning of the school year to participate in the program, which is used to pay for daily snacks and materials received throughout the year. Parents of students enrolled in the BGCT Program are encouraged to

join Trinity ISD's districtwide PTA and must attend meetings, which also likely bolsters the district's monthly PTA attendance since so many TISD students are enrolled in the BGCT Program.

According to BGCT Program executive administration, approximately 98 percent of the students enrolled in the program are on free or reduced priced lunch, and 70 percent of those students achieve all "A" or "AB" honor roll status for grades in school. TISD students bring homework assignments to complete during program hours; however, according to the executive director of the BGCT Program, there is no formal mechanism to identify students who could benefit from the extra tutorial assistance and encourage them to enroll in the program.

For school year 2010–11, approximately 81.7 percent of TISD students were categorized as economically disadvantaged, 53.2 percent were at risk, and 9.2 percent

were identified as limited English proficient. Under the accountability provisions in the No Child Left Behind Act, public school campuses, school districts, and the state are evaluated for Adequate Yearly Progress (AYP). The district’s preliminary 2011 AYP results indicated that TISD “Met” AYP. However, the district “Missed” AYP in school year 2008–09 and 2009–10 and is in Stage 2 of School Improvement Program Requirements for Mathematics and Reading for school year 2011–12.

As an onsite academic community partner for TISD, the BGCT Program provides programming that fosters life-long learners by supporting academic success, setting higher college and career goals, and providing access to tools and technology that prepare students for the future. Educational and career development programming includes:

- Literacy, math, and science skills;
- Tutoring and homework assistance;
- College and career preparation;
- Computer labs and technology curriculum; and
- Healthy lifestyles.

**Exhibit 10–6** highlights some of the major BGCT major program offerings.

The BGCT Program conducts an annual survey to monitor parents’ perceptions about their child’s participation in the program. BGCT’s program reported that their 2010 survey results showed the following:

- 86 percent of parent respondents said that if the BGCT Program was not here that they would not have the means or a way to provide after school care and instruction;
- 93 percent of parent respondents said that the Power Hour had improved their child’s grades;
- 100 percent of parents surveyed indicated the BGCT Program was a safe place for their child; and
- Since the implementation of SMART Moves, the BGCT Program has not had a single graduate enter the Juvenile Justice System.

The BGCT Program also encourages youth to develop creativity and cultural awareness through knowledge, and appreciation of art and recreational programs. As per the Lease Agreement signed between the BGCT Program and

**EXHIBIT 10–6  
BOYS & GIRLS CLUB OF TRINITY MAJOR PROGRAM OFFERINGS**

NAME	DESCRIPTION
Power Hour: Making Minutes Count	Helps Boys & Girls Club of America (BGCA) program participants achieve academic success by providing homework help, tutoring and high-yield learning activities, and encouraging members to become self-directed learners. Printed program materials include a resource guide for program coordinators, homework helpers and tutors, and a poster-sized graphic chart for tracking and rewarding participants’ progress.
Skills Mastery and Resistance Training (SMART) Moves	Builds lifestyle skills through the use of a nationally acclaimed program developed by behavior prevention specialists around the country, and successfully implemented at other Boys & Girls Clubs across the country. Activities are designed to hone students’ decision-making and critical thinking skills, as well as prepare them to avoid and/or resist alcohol, tobacco, illegal drugs, and premature sexual activity.
Triple Play: A Game Plan for Mind, Body and Soul	Teaches youth how to make healthier choices regarding good nutrition, making physical fitness a daily practice, and developing individual strengths and good character. This program was developed and is being implemented through a national partnership between BGCA, United States Department of Health and Human Services, Coca-Cola Company, and the WellPoint Foundation. The “Mind” component of the program encourages young people to eat smart and covers the power of choice, calories, vitamins and minerals, the food pyramid, and appropriate portion size. The “Body” component elevates clubs physical activity to a higher level by incorporating fitness challenges, teen sports clubs focused on leadership development, service and careers in athletics, and inter-club sectional tournaments. The “Soul” component focuses on building positive relationships and cooperation among young people.
	Triple Play Parents Game Plan for Parents – Because parents play such a critical role in the development of a child’s physical and social well-being, the Triple Play Parents Game Plan was designed and implemented to be used at home where healthy habits begin so that they can be modeled and reinforced. BGCT works closely with parents to advise and counsel them in each of the areas.

SOURCE: Boys & Girls Club of Trinity, Texas, January 2012.

Trinity ISD in May 2006, the district charges the BGCT Program \$1,000 per month for rent. Furthermore, interviews with district officials indicate that the BGCT Program charges the district \$1,000 per month for the administrative staff and tutors it provides. However, there is currently no Memorandum of Understanding (MOU) that outlines cost structure and academic performance expectations for the community partnership. In addition, no cost-benefit analysis has been performed.

An article titled “Issues and Opportunities in Out of School Time Evaluation” published by the Harvard Family Research Project (February 2008) found that through 10 years of reviewing after school programs, participation definitely makes a difference in academic outcomes. The study highlighted two-year longitudinal highlights of Promising After School Programs, which examined the effect of participation of over 3,000 youth in 35 elementary and middle school programs located in 14 cities and eight states. Some of the positive benefits for academic outcomes taken from the study included:

- Better attitudes toward school and higher educational aspirations;
- Higher school attendance rates and less tardiness;
- Less disciplinary actions;
- Lower dropout rates;
- Better performance in schools, as measured by achievement test scores and grades;
- Greater on time promotion;
- Improved homework completion; and
- Engagement in learning.

TISD should expand student tutorial services provided by BGCT Program so that it targets academic deficiencies identified for individual student participants to improve overall academic performance. Improvement in student academic performance should be monitored and documented. As student academic performance improves, TISD and the BGCT Program will likely be able to jointly apply for additional grants to expand and subsidize the program.

Performance expectations and predetermined benchmarks should be established to ensure that TISD realizes maximum academic benefit from the program. Examples of such performance measures should include number of students

served on a daily basis, and individualized academic enrichment plans for students to show positive improvement on school work and state performance examinations.

In addition to further maximizing the academic benefits of the community partnership between Trinity ISD and the BGCT Program, several administrative components could also be strengthened. First, an MOU specifying cost, timetable for operation, and specific academic performance expectations should be developed and executed. Finally, a cost-benefit analysis for the TISD/BGCT Program partnership should be conducted. As part of the analysis, the costs to the district for operating the program, including building expenses, such as utilities and custodial services, should be examined.

This recommendation can be implemented with existing resources.

#### **HIGHER EDUCATION AND EMPLOYER PARTNERSHIPS (REC. 57)**

TISD has not expanded upon the established successful partnerships with local institutions so as to provide additional educational and community support opportunities for the district and the City of Trinity.

TISD has established no cost dual enrollment and distance learning programs with Angelina College to encourage continuing education for career and technical education programs in agriculture, business, and healthcare pathways. However, interviews with some parents, community members, and teachers indicated that TISD does not work closely enough with Sam Houston State University to encourage students to consider criminal justice-related fields or employment opportunities that are available at the college. Sam Houston State University is a nationally recognized educational leader for preparing students for the criminal justice field, and TDCJ is a large local employer in the area. Limited community involvement effort exists between TISD, Sam Houston State University and TDCJ.

The Center for Education at the University of California at Berkley encourages school districts and universities to form partnerships that can have the following benefits:

- **Form consulting relationships with districts, schools, and communities** – to create and foster a college-going culture that helps students meet their academic potential. These relationships can create a seamless educational system with close collaboration among all school levels and institutions from

kindergarten through college. Universities can work well with school districts to design and disseminate college-going curriculum from elementary through high school, such as *“Realizing the Dream”* and *“Believing in the College Dream.”* Universities can support school districts with evaluation strategies that help to maximize resources and apply the university’s research expertise to the everyday needs of school district teachers, families, and communities.

A recent article in the publication “Smart Business” titled *“Why Partnerships between Businesses and School Districts Create Regional Economic Growth”* (December 2011) provides sound rationale for developing and nurturing major employer/corporate relationships.

- **Public school systems and a city’s economic development program are closely linked**—A relationship between a school district and a city’s economic development program is key to ensure the success of the city. In the city of Irving, Texas, a partnership between the Irving Economic Development Partnership and the Greater Irving-Las Colinas Chamber of Commerce helps the city grow in infrastructure, business, quality of life, and quality of workforce. As the city grows, the community often looks to the local public schools to prepare students to meet future employment needs. These types of partnerships make recruitment and retention of top teaching and administrative talent easier, and helps students understand the rewards that come with educational achievement. Positive economic development and school improvement are mutually beneficial.
- **Major employers derive substantial benefits when they are involved with school districts in their community**—Getting involved with local school districts will assist employers such as TDCJ with meeting their community involvement goals targeted to impact youth. By investing time in students, organizations play a significant role in preparing their future workforce as well. Community involvement also provides major employers first-hand knowledge and information about the success and challenges the schools in their communities face. Getting employers directly involved in a school district helps reinforce a culture of service in the community and builds employee morale. By investing time in school districts and students, organizations are essentially

strengthening the community and developing the workforce at the same time. Partnering with school districts also develops students to become future leaders.

TISD should develop stronger relationships with Angelina College, Sam Houston State University, and TDCJ to help foster a college culture and promote economic development within the Trinity community. Key TISD employees, such as the superintendent, the Curriculum Director, and the volunteer coordinator should create a district Community Relations Committee (CRC) that would include key officials from Angelina College, Sam Houston State University, and TDCJ. The purpose of the committee should be for TISD to:

- Provide an opportunity for discussion among school district employees, higher education, and business and industry to dialogue about school district programs and operations and how they can be improved to better serve the community;
- Review the district’s curriculum materials for state of the art content and current industry standards;
- Recognize outstanding educators and expose them to education/industry experts;
- Identify technical resource personnel that may assist the district;
- Identify competency levels and performance standards;
- Identify potential volunteer opportunities that would mutually benefit the committee organizations; and
- Raise visibility of the school district in the community.

This recommendation can be implemented with existing resources.

**FISCAL IMPACT**

Some of the recommendations provided in this report are based on state or federal laws, rules or regulations, and should be promptly addressed. Other recommendations are based on comparisons to state or industry standards, or accepted best practices, and should be reviewed to determine the level of priority, appropriate timeline, and method of implementation.

RECOMMENDATION	2012-13	2013-14	2014-15	2015-16	2016-17	TOTAL 5-YEAR (COSTS) OR SAVINGS	ONE TIME (COSTS) OR SAVINGS
56. Expand student tutorial services provided by the BGCT Program so that it targets academic deficiencies identified for individual student participants to improve overall academic performance.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
57. Develop stronger relationships with Angelina College, Sam Houston State University, and TDCJ to help foster a college culture and promote economic development within the Trinity community.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>TOTALS</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>

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# **CHAPTER 11**

# **HUMAN RESOURCES MANAGEMENT**

**TRINITY INDEPENDENT SCHOOL DISTRICT**

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## CHAPTER 11. HUMAN RESOURCES MANAGEMENT

Sound human resource functions are critical to the operations of a school district. Limited funds are available to districts, therefore, they must have efficient and effective human resource management procedures in place to ensure that the district is able to achieve its mission of educating students. Educators and support staff must have the appropriate skills and training to perform their assigned tasks. Compensation plans must be developed to attract and retain the best employees available while staying within funding constraints. Recruiting, retention, employee evaluation and career path plans must also be in place. Districts must also have written disciplinary procedures when employees do not meet expectations or follow established procedures. Additionally, there are many federal and labor relations reporting and compliance requirements that must be followed.

Small school districts have fewer employees. Accordingly, administrators and support staff are assigned multiple responsibilities. This situation applies to Trinity Independent School District (TISD). The director of Business and Human Resources is responsible for the human resources function at TISD. The director is supported by a payroll clerk who also has accounts payable responsibilities. The superintendent's administrative assistant also assists by obtaining all the paperwork for the employment files. School administrators are responsible for recruiting and interviewing teachers and campus staff.

The largest operating expenses incurred by school districts are personnel costs. On average, a school district's payroll cost is 75 to 85 percent of its annual operating budget. TISD's payroll costs were 70 percent of the district's total budget for Fiscal Years 2011 and 2012. **Exhibit 11-1** summarizes TISD's payroll expenditures compared to their budget.

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### EXHIBIT 11-1 TISD PAYROLL TRENDS FISCAL YEARS 2011 TO 2012

CATEGORY	FISCAL YEAR 2011	FISCAL YEAR 2012
Payroll	\$6,857,413	\$6,872,126
Total Budget	\$9,824,800	\$9,778,549
Percentage of Budget	70%	70%

SOURCE: TISD Budget Reports 2011 and 2012.

Of TISD's employees, 49 percent are teachers and five percent are campus and central office staff. When compared to its peers, the region and the state, TISD's staffing percentages by category are slightly lower for teachers and central administration, slightly higher for campus administration, and significantly higher for educational aides when compared to the region and state averages. TISD's percentage of educational aides is 16 percent compared to the region and state with 10 percent. **Exhibit 11-2** summarizes staff by category in 2010-11.

**EXHIBIT 11-2  
TISD STAFFING BY CATEGORY COMPARED TO PEERS, REGION AND STATE  
FISCAL YEARS 2011 TO 2012**

CATEGORY	TRINITY ISD	CROCKETT ISD	CORRIGAN-CAMDEN ISD	WHARTON ISD	REGION 6	STATE
Teachers	95	121	96	167	11,967	334,876
Teachers Percentage	48.7%	51.5%	48.9%	48.2%	50.4%	50.5%
Professional Support	8	21	8	21	1,855	59,959
Professional Support Percentage	4.2%	9%	4.1%	6.1%	7.8%	9%
Campus Administration	7	8	6	11	652	18,757
Campus Administration Percentage	3.6%	3.2%	3.1%	3.3%	2.7%	2.8%
Central Administration	2	3	3	6	269	6,820
Central Administration Percentage	.9%	1.5%	1.5%	1.7%	1.1%	1%
Educational Aides	32	28	36	56	2,282	62,981
Educational Aides Percentage	16.4%	11.9%	18.3%	16.2%	9.6%	9.5%
Auxiliary Staff	51	54	48	85	6,709	179,752
Auxiliary Staff Percentage	26.2%	22.9%	24.2%	24.5%	28.3%	27.1%
<b>TOTAL STAFF</b>	<b>195</b>	<b>235</b>	<b>197</b>	<b>346</b>	<b>23,734</b>	<b>663,145</b>

NOTE: Information from Hempsted ISD was not available.  
SOURCE: Academic Excellence Indicator System (AEIS) Reports for respective districts and Region 6.

**FINDINGS**

- TISD has a position responsible for human resource management yet human resource activities are disparate and do not seem to be centrally coordinated and planned.
- TISD’s job descriptions have not been updated and are generally not reflective of responsibilities and tasks actually performed.
- Trinity ISD does not have a comprehensive Human Resources (HR) Procedures Manual that defines the HR processes and district HR policies.

**RECOMMENDATIONS**

- **Recommendation 58: Create a human resources generalist position to coordinate human resources functions across the district.**
- **Recommendation 59: Review and update job descriptions on an annual basis in conjunction with the annual performance review process.**
- **Recommendation 60: Develop a detailed procedures manual to include all processes and procedures conducted within Human Resources.**

**DETAILED FINDINGS**

**HUMAN RESOURCE FUNCTION (REC. 58)**

TISD has a position responsible for human resource management yet human resource activities are disparate and do not seem to be centrally coordinated and planned. Furthermore, district staff that are responsible for the human resource activities performed do not have a human resource background or specialized training. The director of Business and Human Resources (business director) is responsible for the human resource function at TISD. The director is supported by a payroll clerk who also has accounts payable responsibilities. The payroll clerk’s human resource (HR) responsibilities include payroll-related tasks such as obtaining social security numbers, completing I-9s, verifying state steps for staffing, and assisting with payroll preparation.

The superintendent’s administrative assistant also assists with HR tasks by obtaining paperwork for employment files such as transcripts, service records, applications, contracts, and employee handbook acknowledgement signatures. School administrators are responsible for recruiting and interviewing teachers and campus staff. Support departments such as transportation and food services are responsible for interviewing their prospective employees. Once interviews have been completed and the hiring decision made, the new hire information is forwarded to central office to complete the employee file and execute an employment contract.

**Exhibit 11–3** provides an overview of human resource tasks and which TISD position performs the task.

Trinity’s business director develops the district’s salary schedules by researching local school districts to determine their compensation structures. The results are then reviewed by the superintendent to determine if pay increases for staff should be recommended to the Board of Trustees (board). Any revision to TISD’s salary schedules are approved by the board prior to taking effect.

Human resource activities are heavily compliance driven. The lack of a coordinated human resources function, including having properly trained HR staff, places the district at risk of inconsistently administering key district policies such as compensation, hiring and recruiting qualified staff, credential certification verification, and personnel file management.

**Exhibit 11–4** provides an overview of processes currently being performed and identifies basic human resource activities that are not being performed.

Current trends are for campuses to hire their own staff. However, individual schools must still be supported by a centralized HR function that manages the interview process and performs traditional human resource functions to ensure

that qualified applicants are hired, trained, and compensated equitably. TISD is not providing basic support for the interview process such as:

- Providing training for school-based interview teams;
- Developing all of the forms used in the interview and hiring process; and
- Ensuring that negotiated timelines for interviews are maintained.

TISD should create an HR generalist position to coordinate HR functions across the district. An HR generalist could centrally coordinate all district personnel functions. Furthermore, while HR certification is not required to perform all the necessary tasks and functions, it is recommended that the person selected as the HR generalist have some background or training in HR.

The HR generalist would advise administrators in all human resources practices, provide information to employees about regulations and policies, and support the district’s human resources function. Additionally, the human resources generalist would provide the district with support for a variety of activities including recruiting, professional development, and administration of benefits. The HR

**EXHIBIT 11–3  
TISD HUMAN RESOURCE TASKS BY POSITION**

POSITION	PRIMARY RESPONSIBILITIES – HR AND PAYROLL
Director of Business and HR	<ul style="list-style-type: none"> <li>• Upload payroll files</li> <li>• Review salary schedules and compare to neighboring districts</li> <li>• Maintain employee permanent files</li> </ul>
HR Benefits Clerk /AP/Payroll Clerk	<ul style="list-style-type: none"> <li>• Process benefits/insurance transactions as it relates to payroll</li> <li>• Obtain I-9s, etc</li> <li>• Counts years on service records for purpose of payroll</li> <li>• Educates employees about what benefits the district offers (third party administrator) as well as collects their election forms.</li> </ul>
Superintendent’s Administrative Assistant/HR	<ul style="list-style-type: none"> <li>• Monitor online job applications and distribute to hiring campus or department</li> <li>• Obtain all the paperwork for the files (transcripts, service records, and applications), contract, collection of employee handbook receipts</li> <li>• Establish new hire files</li> <li>• Initiates criminal background checks in the system</li> <li>• Conduct teacher certification checks</li> <li>• Prepare teacher contracts for board approval and obtain employee signatures</li> <li>• Maintain substitute teacher, bus driver, and cafeteria worker applications and listing</li> <li>• Facilitate fingerprinting for substitute teacher, bus driver, and cafeteria worker applicants</li> <li>• Post job vacancies</li> <li>• Update employee handbook</li> </ul>
Principals	<ul style="list-style-type: none"> <li>• Recruit positions on their campus</li> <li>• Interview candidates</li> <li>• Select candidates for hire</li> <li>• Identify training needs and opportunities</li> <li>• Conduct employee performance evaluations</li> </ul>

SOURCE: Interviews with TISD staff, October 2011.

**EXHIBIT 11-4  
TISD HUMAN RESOURCE ACTIVITIES**

<b>TASK</b>	<b>HUMAN RESOURCE ACTIVITIES THAT ARE CURRENTLY PERFORMED</b>	<b>BASIC HUMAN RESOURCE ACTIVITIES NOT PERFORMED</b>
Recruitment	<ul style="list-style-type: none"> <li>Post job openings with TASA and in local paper.</li> <li>Job vacancies posted on website.</li> </ul>	<ul style="list-style-type: none"> <li>No employee turnover analysis.</li> <li>No job fair attendance strategies.</li> <li>No strategic recruiting strategies.</li> <li>No follow up with applicants.</li> <li>No marketing materials for the district.</li> </ul>
Hiring Process	<ul style="list-style-type: none"> <li>Manage new hire paperwork; forward hiring recommendation to superintendent.</li> <li>Sends letters with job offer.</li> </ul>	<ul style="list-style-type: none"> <li>No standard interview questions provided.</li> <li>No scoring rubric provided.</li> <li>No interview training provided.</li> <li>No scheduling assistance provided.</li> </ul>
Job Application Management	Distribute job applications to hiring school or department manager.	No review or prescreening of minimum qualifications before forwarding application to hiring school or department.
New Hire Processing	<ul style="list-style-type: none"> <li>Collects data necessary to employment such as I-9, social security number.</li> <li>Facilitate fingerprinting.</li> </ul>	Service performed.
Benefits Administration	<ul style="list-style-type: none"> <li>Inputs benefit selections.</li> <li>Coordinates benefit enrollment with third-party administrator (TPA).</li> <li>Provide annual updates at employee meeting.</li> </ul>	Service performed.
Employee Handbook	Employee handbook updated annually.	Service performed.
Criminal History Check	Performed prior to hire.	Service performed.
Certification Confirmation	<ul style="list-style-type: none"> <li>Confirm certification upon hire.</li> <li>Periodic checks for expired certification.</li> <li>Reviews certification for status at contract renewal review.</li> </ul>	Service performed.
Job Description Management	Uses Region 6 job description service.	<ul style="list-style-type: none"> <li>Job descriptions are not reviewed each year for relevancy.</li> <li>Job descriptions are not modified to reflect TISD job tasks.</li> </ul>
Market Salary Comparisons	Checks neighboring districts for salary competitiveness.	<ul style="list-style-type: none"> <li>Have not conducted a formal comprehensive compensation and salary study.</li> <li>Do not review entire salary structure each year.</li> <li>Only review a selection of classifications.</li> </ul>
Contract Preparation	Drafts contracts for employees receiving recommendation for continued employment using standardized forms.	Service performed.
Hours / Leave Administration	<ul style="list-style-type: none"> <li>Leave is reported and substitutes are located when necessary.</li> <li>Biometric time clock is used for most employees.</li> <li>General policies on use of overtime are documented.</li> <li>Review of accumulated compensatory time is performed each pay period.</li> </ul>	Compensatory time accumulation policy is not enforced.
Payroll	Paychecks are prepared based on automated time clock and payroll systems.	No handout is prepared or provided that describes compensatory time calculations, overtime payment calculations, and paycheck calculations.
File Maintenance	Employee files are created and periodically updated.	<ul style="list-style-type: none"> <li>No formal file retention policy.</li> <li>No periodic clean up and destruction of employee files.</li> </ul>
Employee Evaluations	<ul style="list-style-type: none"> <li>Staff evaluated manually.</li> <li>Teachers are evaluated through PDAS</li> </ul>	Service performed.
Professional Development / Training	<ul style="list-style-type: none"> <li>Teacher training is requested by principals and reviewed by the Curriculum Department.</li> <li>Administrative training is provided on an as needed basis by departments.</li> </ul>	<ul style="list-style-type: none"> <li>No comprehensive coordinated training plan for all district employees.</li> <li>No professional development plans with training components.</li> </ul>

SOURCE: Interviews with TISD staff, October 2011.

generalist should also have responsibility for systematically reviewing job descriptions to ensure they accurately reflect the tasks actually performed.

**Exhibit 11–5** lists the purpose, required knowledge and skills, and primary responsibilities of a HR generalist.

On-going professional training in human resources competencies should also be required of the HR generalist because they must ensure that critical tasks are performed in complete compliance with all regulations and policies.

The Texas Association of School Business Officials (TASBO) offers a Certified Texas School Business Specialist designation that could be earned by district human resources personnel. Certification status is effective for three years and is renewable by maintaining the continuing education requirement of 60 hours every three years. The certification cost for one staff person, as a TASBO member organization, would be \$1,020 (application fee of \$40 plus the seven required certification courses at \$140 each (\$40 + \$980)). Additional seminars and workshops annually would be \$480 (two webinars/two times per year at \$60 for each and two workshops/two times per year at \$180 for each). Total TASBO training cost would be \$1,500 during the initial certification year (\$1,020 + \$480),

then \$480 for each year thereafter to maintain the certification.

The HR generalist should also join such human resources-related associations as the Texas Association of School Personnel Administrators (TASPA). This organization provides professional growth and networking opportunities to public school human resources administrators and support staff. A portion of the annual membership dues funds scholarships for prospective teachers in areas with short supply. Additionally, membership in TASPA provides members with the opportunity to attend statewide conferences or regional workshops focused on relevant human resources topics. Networking with other human resource professionals at regional and national seminars provides opportunities for staying current on changing employment laws, practices, and trends. Annual membership dues are \$85 and early conference registration fees plus travel to Austin would be \$731 for a total TASPA training cost of \$816.

**EXHIBIT 11–5  
TISD PERSONNEL DEPARTMENT  
HR GENERALIST QUALIFICATIONS AND TASKS**

PURPOSE	REQUIRED KNOWLEDGE & SKILLS	PRIMARY RESPONSIBILITIES
To facilitate the efficient operation of the district’s human resources functions and ensure quality staffing and legally sound human resources practices.	<ul style="list-style-type: none"> <li>• Strong level of influence and negotiation skills.</li> <li>• Knowledge of wage, salary, and benefit regulations.</li> <li>• Knowledge of school district employment law and hearing procedures.</li> <li>• Knowledge of school district organization and operations.</li> </ul>	<ul style="list-style-type: none"> <li>• Interpret and recommend personnel policies and regulations for the district.</li> <li>• Recruiting.</li> <li>• Screen, evaluate, and recommend applicants for interviews.</li> <li>• Assist with preparing and maintaining job documentation, job evaluation, and district compensation and classification structures.</li> <li>• Administer exempt and nonexempt compensation programs and ensure compliance with federal wage and overtime pay laws.</li> <li>• Administer and explain benefits to employees, serving as liaison between insurance carriers, accounting staff and employees.</li> <li>• Recommend, develop, and schedule professional development and training courses for non-academic staff.</li> <li>• Participate in development and execution of orientation programs and procedures for new employees.</li> <li>• Manage the district’s substitute program and conduct orientation sessions.</li> <li>• Review employee complaints and ensure accurate and timely documentation of concerns or issues.</li> <li>• Ensure accurate personnel files on all active and inactive employees are properly maintained.</li> <li>• Ensure that the employee handbook and personnel directory are created, updated and distributed annually.</li> <li>• Keep informed of and comply with all state and district policies and regulations.</li> </ul>

SOURCE: Sample job descriptions for similar positions.

The fiscal impact of this recommendation is estimated to be \$40,396 (\$1,020 + \$39,376) for the first year and \$39,376 for years two through for a five-year fiscal impact of \$196,880. The calculation for this estimate is shown below:

**FISCAL IMPACT HUMAN RESOURCE GENERALIST**

ACTIVITY	ONE-TIME COSTS	ANNUAL COSTS	FIVE-YEAR COSTS
Hire a human resources generalist	\$0	\$38,080**	\$190,400
TASBO certification	\$1,020 first year	\$0	\$0
TASBO training	\$0	\$480	\$2,400
TASPA training	\$0	\$816	\$4,080
<b>TOTAL</b>	<b>\$1,020</b>	<b>\$39,376</b>	<b>\$196,880*</b>

\*One-Time costs are not included in the Five-Year Costs.  
 \*\*\$32,000 salary plus 19 percent benefits  
 NOTE: Estimated salary is based upon an adjusted Public Education Information Management System (PEIMS) clerk salary of \$25,000 since this position entails more responsibility than a PEIMS clerk.

**JOB DESCRIPTIONS (REC. 59)**

TISD’s job descriptions have not been updated and are generally not reflective of responsibilities and tasks actually performed.

The district provided job descriptions that were signed by each employee. These included the following positions:

- Agriculture Science Teacher
- Assistant Principal
- Band Director
- Bus Driver
- Cafeteria Manager
- Classroom Aide
- Coach
- Counselor
- Custodian
- Director of Maintenance
- Food Service Worker
- General Maintenance Worker
- Health Clinic Aide
- Librarian

- Library Aide
- Principal
- Secretary to Principal
- Special Education Teacher
- Teacher

The district uses standard job descriptions provided through their service contract with Region 6. However, they do not modify them to reflect that they are reflective of actual tasks performed. For example, TISD has several staff that are performing and being compensated in different cross-functional roles. Bus drivers are also custodians and educational aides may also be bus drivers. However, job descriptions for these positions do not outline all of their responsibilities. A job description was provided for the director of Maintenance instead of the director of Operations. Since combined job descriptions are not developed, employees would normally be provided a job description for each role they are filling. Employee signed job descriptions were provided for this review.

Of the 12 employees that were identified to have dual positions:

- 3 (25%) had signed a job description for both roles;
- 4 (33%) had signed only one of the job descriptions; and
- 5 (42%) had not signed either job description or it was not provided by the district.

Such ambiguity creates workplace chaos in several forms: first, these employees have not been provided with a comprehensive list of duties and responsibilities, which can lead to confusion about how their performance will be evaluated. Second, compensation scales for each function or position are different and overtime or compensatory time has to be tracked and calculated.

Job descriptions provide employees with an overview of what their responsibilities are and serve as the foundation to evaluating performance. When employees know what their responsibilities and performance expectations are, they can be held accountable for performance. Annual performance appraisals usually have a component that is based upon tasks outlined in the job descriptions. Additionally, many employment cases have been lost due to the employer’s lack of updated job descriptions. These judgments often result in significant financial losses to the organization.

TISD should review and update job descriptions on an annual basis in conjunction with the annual performance review process. Although TISD subscribes to Region 6's job description service, the district should ensure that its job descriptions are reflective of the actual tasks district employees perform. Moreover, the district should review all job descriptions annually to ensure that they are reflective of any changes that may have occurred during the year. The review and update should be performed as part of the annual performance review process. Additionally, each year all job descriptions should be provided to the employee for signature acknowledgement. If an employee is performing multiple jobs such as a classroom aide while also driving a school bus, they should be provided both job descriptions for review and agreement.

This recommendation can be implemented with current resources.

#### **HUMAN RESOURCES PROCEDURES MANUAL (REC. 60)**

Trinity ISD does not have a comprehensive Human Resources (HR) Procedures Manual that defines the HR processes and district HR policies. Current employees involved in performing HR activities were recently assigned these tasks with no prior HR experience. Since there is not a HR procedures manual, they have had to determine how to complete processes as they presented themselves. This is not an efficient or effective way to manage a function. There are many federal, state, and labor laws that must be adhered to when dealing with human resources.

Policy and procedures manuals describe day-to-day processes within the department to ensure institutional knowledge is documented and can be easily followed by experienced staff as well as a temporary or new employee. A procedures manual contains complete or detailed descriptions of who is responsible and how to perform daily tasks. An effective procedures manual also serves as a guide for implementing district policies. They also serve as a guide for all district staff to know how to process HR related requests and complete the required forms or documentation.

Procedure manuals are a source of knowledge transfer, and assist in training employees. A detailed HR procedure manual helps new employees learn the processes and serves as a reference for all current and future department employees. Adherence to these processes can also serve as part of the performance evaluation tool in that employees can be partially evaluated based upon their adherence to procedures. Loss of an organization's institutional knowledge is protected

by ensuring that procedures are well-written and accurately documented. An effective procedure manual should also include revision dates and the name and signature of the person who reviewed or revised the specific section.

TISD should develop a detailed procedures manual to include all processes and procedures conducted within Human Resources. Professional organizations such as the Texas Association of School Boards (TASB) and Society for Human Resource Management (SHRM) can provide guidance on developing and maintaining an HR procedures manual. The manual should contain departmental and district policies and administrative procedures, along with examples of required Human Resource Department forms. The manual should describe in detail all the services performed by the department, a timeline for processing personnel transactions, procedures for hiring, requirements for completing and maintaining personnel files, certification requirements, details on district benefits and leave policies, substitute hiring and monitoring, staffing guidelines and salaries schedules. Copies of all HR hiring, leave and termination forms should be included in the manual and a copy of the manual distributed to all department staff as a desk reference.

The director of Business and Human Resources should develop an outline of all HR processes and procedures that should be included in the manual. Then each staff member involved in the HR process should be assigned to document in detail their respective processes and step-by-step daily procedures. Once all HR processes and procedures are thoroughly documented, a gap analysis can be performed to identify additional procedures that need to be written. The manual should be reviewed and approved by the superintendent before distribution to department personnel and district staff who assist in the HR function. After completing the manual, it should be subsequently reviewed on an annual basis, and updated as needed.

This recommendation can be implemented with existing resources.

**FISCAL IMPACT**

Some of the recommendations provided in this report are based on state or federal laws, rules or regulations, and should be promptly addressed. Other recommendations are based on comparisons to state or industry standards, or accepted best practices, and should be reviewed to determine the level of priority, appropriate timeline, and method of implementation.

<b>RECOMMENDATION</b>	<b>2012-13</b>	<b>2013-14</b>	<b>2014-15</b>	<b>2015-16</b>	<b>2016-17</b>	<b>TOTAL 5-YEAR (COSTS) OR SAVINGS</b>	<b>ONE TIME (COSTS) OR SAVINGS</b>
<b>58.</b> Create a human resources generalist position to coordinate human resources functions across the district.	(\$39,376)	(\$39,376)	(\$39,376)	(\$39,376)	(\$39,376)	(\$196,880)	(\$1,020)
<b>59.</b> Review and update job descriptions on an annual basis in conjunction with the annual performance review process.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>60.</b> Develop a detailed procedures manual to include all processes and procedures conducted within Human Resources.	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>TOTALS</b>	<b>(\$39,376)</b>	<b>(\$39,376)</b>	<b>(\$39,376)</b>	<b>(\$39,376)</b>	<b>(\$39,376)</b>	<b>(\$196,880)</b>	<b>(\$1,020)</b>

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# **APPENDICES**

**TRINITY INDEPENDENT SCHOOL DISTRICT**

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# DISTRICT ADMINISTRATIVE AND SUPPORT STAFF SURVEY

N = 59

## PART A: DEMOGRAPHIC DATA

Note: Totals may not add to 100% due to rounding.

	MALE	FEMALE	TOTAL RESPONSES				
1. Gender (Optional)	24.6%	75.4%	57				
	ANGLO	AFRICAN AMERICAN	HISPANIC	OTHER	TOTAL RESPONSES		
2. Ethnicity (Optional)	53.8%	28.8%	9.6%	7.8%	52		
	LESS THAN 1 YEAR	1-5 YEARS	6-10 YEARS	11-15 YEARS	16-20 YEARS	20+ YEARS	TOTAL RESPONSES
3. How long have you been employed by Trinity ISD?	8.9%	32.1%	19.6%	17.9%	5.4%	16.1%	56
	ADMINISTRATOR	CLERICAL STAFFER	SUPPORT STAFFER			TOTAL RESPONSES	
4. Are you a(n)?	17.6%	11.8%	70.6%			51	
	LESS THAN 1 YEAR	1-5 YEARS	6-10 YEARS	11-15 YEARS	16-20 YEARS	20+ YEARS	TOTAL RESPONSES
5. How long have you been employed in this capacity by Trinity ISD?	9.3%	33.3%	25.9%	11.1%	5.6%	14.8%	54

## PART B. SURVEY QUESTIONS

Note: Totals may not add to 100% due to rounding.

### A. DISTRICT ORGANIZATION AND MANAGEMENT

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	TOTAL RESPONSES
1. The school board allows sufficient time for public input at meetings.	33.3%	37.0%	25.9%	1.9%	1.9%	54
2. School board members listen to the opinions and desires of others.	29.1%	36.4%	30.9%	1.8%	1.8%	55
3. The superintendent is a respected and effective instructional leader.	44.4%	29.6%	20.4%	3.7%	1.9%	54
4. The superintendent is a respected and effective business manager.	38.9%	35.2%	22.2%	1.9%	1.8%	54
5. Central administration is efficient.	35.8%	39.6%	20.8%	3.8%	0.0%	53
6. Central administration supports the educational process.	42.6%	40.7%	13.0%	3.7%	0.0%	54

**A. DISTRICT ORGANIZATION AND MANAGEMENT (CONTINUED)**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	TOTAL RESPONSES
7. The morale of central administration staff is good.	29.6%	44.4%	22.2%	3.8%	0.0%	54
8. Education is the main priority in our school district.	50.0%	37.5%	10.7%	1.8%	0.0%	56

**B. EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASUREMENT**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	TOTAL RESPONSES
9. Teachers are given an opportunity to suggest programs and materials that they believe are most effective.	33.9%	33.9%	28.6%	1.8%	1.8%	56
10. The needs of the college-bound student are being met.	26.8%	32.1%	32.1%	9.0%	0.0%	56
11. The needs of the work-bound student are being met.	18.2%	34.5%	34.5%	12.8%	0.0%	55
12. The district has effective educational programs for the following:						
a. Reading	25.5%	43.6%	21.8%	9.1%	0.0%	55
b. Writing	22.2%	44.4%	27.8%	5.6%	0.0%	54
c. Mathematics	27.3%	41.8%	21.8%	9.1%	0.0%	55
d. Science	18.5%	46.3%	25.9%	9.3%	0.0%	54
e. English or Language Arts	25.9%	46.3%	24.1%	3.7%	0.0%	54
f. Computer Instruction	34.5%	38.2%	25.5%	1.8%	0.0%	55
g. Social Studies (History or Geography)	24.5%	43.4%	26.4%	5.7%	0.0%	53
h. Fine Arts	23.1%	36.5%	28.8%	11.6%	0.0%	52
i. Physical Education	29.6%	48.1%	20.4%	1.9%	0.0%	54
j. Business Education	17.3%	38.5%	36.5%	7.7%	0.0%	52
k. Vocational (Career and Technology) Education	18.9%	47.2%	28.3%	5.6%	0.0%	53
l. Foreign Language	17.0%	41.5%	35.8%	5.7%	0.0%	53
13. The district has effective special programs for the following:						
a. Library Service	17.0%	56.6%	26.4%	0.0%	0.0%	53
b. Honors/Gifted and Talented Education	19.2%	40.4%	30.8%	9.6%	0.0%	52
c. Special Education	34.6%	42.3%	15.4%	7.7%	0.0%	52
d. Head Start and Even Start programs	25.0%	36.5%	38.5%	0.0%	0.0%	52
e. Dyslexia program	19.2%	36.5%	34.6%	7.7%	2.0%	52
f. Student mentoring program	21.2%	30.8%	38.5%	7.7%	1.8%	52
g. Advanced placement program	20.8%	32.1%	39.6%	7.5%	0.0%	53
h. Literacy program	17.0%	34.0%	39.6%	7.5%	1.9%	53

**B. EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASUREMENT (CONTINUED)**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>	<b>TOTAL RESPONSES</b>
i. Programs for students at risk of dropping out of school	14.5%	34.5%	34.5%	12.7%	3.8%	55
j. Summer school programs	20.4%	48.1%	22.2%	9.3%	0.0%	54
k. Alternative education programs	24.5%	30.2%	34.0%	11.3%	0.0%	53
l. "English as a second language" program	23.6%	41.8%	32.7%	0.0%	1.9%	55
m. Career counseling program	17.3%	32.7%	44.2%	5.8%	0.0%	52
n. College counseling program	18.5%	37.0%	40.7%	3.7%	0.1%	54
o. Counseling the parents of students	13.5%	36.5%	40.4%	9.6%	0.0%	52
14. Parents are immediately notified if a child is absent from school.	26.8%	41.1%	26.8%	3.5%	1.8%	56
15. Teacher turnover is low.	9.3%	35.2%	33.3%	18.5%	3.7%	54
16. Highly qualified teachers fill job openings.	21.8%	36.4%	34.5%	7.3%	0.0%	55
17. Teacher openings are filled quickly.	16.4%	43.6%	29.1%	9.1%	1.8%	55
18. Teachers are rewarded for superior performance.	11.3%	18.9%	50.9%	18.9%	0.0%	53
19. Teachers are counseled about less than satisfactory performance.	10.9%	38.2%	47.3%	3.6%	0.0%	55
20. All schools have equal access to educational materials such as computers, television monitors, science labs, and art classes.	22.2%	42.6%	29.6%	5.6%	0.0%	54
21. The student-teacher ratio is reasonable.	18.5%	48.1%	27.8%	5.6%	0.0%	54
22. Students have access, when needed, to a school nurse.	34.5%	45.5%	16.4%	3.6%	0.0%	55
23. Classrooms are seldom left unattended.	20.4%	38.9%	27.8%	9.3%	3.6%	54
24. The district does a good job preparing students for post-secondary education.	21.8%	38.2%	32.7%	7.3%	0.0%	55
25. Teachers integrate technology into instruction.	24.1%	35.2%	31.5%	9.2%	0.0%	54
26. Students use technology to do their work.	25.9%	42.6%	25.9%	5.6%	0.0%	54
27. New teachers have appropriate professional development and support.	26.4%	39.6%	22.6%	11.3%	0.1%	53
28. The district has a program evaluation process and procedures looking at all the components of a program, not just at student test (TAKS, 6-week assessments) scores.	23.6%	32.7%	36.4%	5.5%	1.8%	55
29. The district does a good job preparing students for college.	17.9%	39.3%	32.1%	10.7%	0.0%	56

**B. EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASUREMENT (CONTINUED)**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	TOTAL RESPONSES
30. Teachers have sufficient materials to be prepared for the new high school End of Course exams and 3-8 STAAR assessments.	12.7%	29.1%	52.7%	3.6%	1.9%	55
31. Teachers have sufficient training to be prepared for the new high school End of Course Exams and 3-8 STAAR assessments.	13.0%	35.2%	48.1%	3.7%	0.0%	54
32. Administrators have sufficient materials to be prepared for the new high school End of Course exams and 3-8 STAAR assessments.	13.2%	28.3%	54.7%	3.8%	0.0%	53
33. Administrators have sufficient training to be prepared for the new high school End of Course Exams and 3-8 STAAR assessments.	11.1%	37.0%	48.1%	3.8%	0.0%	54
34. Appropriate district staff have sufficient materials to be prepared for the new high school End of Course exams and 3-8 STAAR assessments.	10.9%	36.4%	49.1%	3.6%	0.0%	55
35. Appropriate district staff have sufficient training to be prepared for the new high school End of Course Exams and 3-8 STAAR assessments.	12.7%	36.4%	47.3%	3.6%	0.0%	55
36. The curriculum is aligned with the new high school End of Course Exams and K-8 STAAR assessments.	11.3%	37.7%	47.2%	3.8%	0.0%	53

**C. HUMAN RESOURCES MANAGEMENT**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	TOTAL RESPONSES
37. District salaries are competitive with similar positions in the job market.	12.5%	19.6%	21.4%	35.7%	10.8%	56
38. The district has a good and timely program for orienting new employees.	14.5%	41.8%	23.6%	18.2%	1.9%	55
39. Substitute workers are rarely used.	7.3%	20.0%	18.2%	41.8%	12.7%	55
40. The district successfully projects future staffing needs.	13.0%	31.5%	38.9%	14.8%	1.8%	54
41. The district has an effective employee recruitment program.	10.7%	23.2%	39.3%	23.2%	3.6%	56
42. The district operates an effective staff development program.	18.2%	36.4%	32.7%	9.1%	3.6%	55
43. District employees receive annual personnel evaluations.	30.9%	47.3%	20.0%	1.8%	0.0%	55

**C. HUMAN RESOURCES MANAGEMENT (CONTINUED)**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>	<b>TOTAL RESPONSES</b>
44. The district rewards competence and experience and spells out qualifications such as seniority and skill levels needed for promotion.	14.3%	21.4%	42.9%	17.9%	3.5%	56
45. Employees who perform below the standard of expectation are counseled appropriately and timely.	18.2%	23.6%	41.8%	14.5%	1.9%	55
46. The district has distributed a well written employee handbook which clearly details policies and procedures including a fair and timely grievance process.	35.7%	42.9%	14.3%	5.4%	1.7%	56
47. The district's health insurance package meets my needs.	18.5%	29.6%	18.5%	16.7%	16.7%	54

**D. COMMUNITY INVOLVEMENT**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>	<b>TOTAL RESPONSES</b>
48. The district regularly communicates with parents.	20.0%	45.5%	21.8%	9.1%	3.6%	55
49. The district regularly communicates with Spanish speaking parents.	18.2%	36.4%	38.2%	5.5%	1.7%	55
50. The local television and radio stations regularly report school news and menus.	16.4%	18.2%	47.3%	14.5%	3.6%	55
51. Schools have plenty of volunteers to help student and school programs.	16.4%	38.2%	18.2%	23.6%	3.6%	55
52. District facilities are open for community use.	14.3%	57.1%	19.6%	3.6%	5.4%	56
53. The district actively recruits local businesses and industry as partners to help students and school programs.	28.6%	33.9%	28.6%	3.6%	5.3%	56
54. The district informs parents and community members about new initiatives and programs.	29.1%	47.3%	20.0%	3.6%	0.0%	55
55. The district informs parents and community members about new initiatives and programs in Spanish.	20.0%	34.5%	40.0%	5.5%	0.0%	55
56. The district involves parents and community members in the development of district and campus improvement plans.	25.0%	38.5%	30.8%	3.8%	1.9%	52
57. The district's web site has information for parents and community members.	30.9%	43.6%	20.0%	1.8%	3.7%	55
58. The district's web site has information for community members who want to be school volunteers.	16.4%	38.2%	38.2%	3.6%	3.6%	55

**E. FACILITIES USE AND MANAGEMENT**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	TOTAL RESPONSES
59. Parents, citizens, students, faculty, staff, and the board provide input into facility planning.	17.0%	37.7%	34.0%	9.4%	1.9%	53
60. The architect and construction managers are selected objectively and impersonally.	11.1%	18.5%	64.8%	5.6%	0.0%	54
61. Schools are clean.	25.5%	45.5%	16.4%	7.3%	5.3%	55
62. Buildings are properly maintained in a timely manner.	20.0%	47.3%	21.8%	9.1%	1.8%	55
63. Repairs are made in a timely manner.	13.2%	54.7%	18.9%	11.3%	1.9%	53
64. Emergency maintenance is handled promptly.	20.8%	52.8%	15.1%	7.5%	3.8%	53

**F. BUSINESS SERVICES**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	TOTAL RESPONSES
65. Campus administrators are given ample opportunity to participate in the development of the district's budget.	17.0%	34.0%	43.4%	3.8%	1.8%	53
66. Campus administrators are well-trained in fiscal management techniques.	22.2%	31.5%	40.7%	5.6%	0.0%	54
67. The district's financial reports are easy to understand and read.	15.1%	28.3%	47.2%	7.5%	1.9%	53
68. Financial reports are made available to community members when asked.	20.4%	31.5%	42.6%	5.5%	0.0%	54
69. The district has adequate safety programs and training to prevent work-related accidents.	16.7%	53.7%	18.5%	9.2%	1.9%	54
70. My payroll check is always correct.	22.6%	41.5%	3.8%	24.6%	7.5%	53
71. My payroll check is always issued on time.	29.6%	55.6%	7.4%	5.5%	1.9%	54
72. The district's Payroll Department does a good job of processing the district's payroll.	22.6%	37.7%	22.6%	13.3%	3.8%	53
73. The district's Accounts Payable Department does a good job of paying vendors the correct amount.	18.5%	20.4%	44.4%	14.8%	1.9%	54
74. The district's Accounts Payable Department does a good job of paying vendors on time.	18.9%	17.0%	45.3%	16.9%	1.9%	53

**G. PURCHASING**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>	<b>TOTAL RESPONSES</b>
75. Purchasing has made it easy to get what I need.	9.8%	31.4%	39.2%	15.7%	3.9%	51
76. Purchasing identifies the highest quality materials and equipment at the lowest cost.	9.8%	31.4%	43.1%	13.7%	2.0%	51
77. Vendors are selected competitively.	13.7%	29.4%	43.1%	11.8%	2.0%	51
78. The district provides teachers and administrators an easy-to-use standard list of supplies and equipment.	9.8%	21.6%	52.9%	13.7%	2.0%	51
79. Students are issued textbooks in a timely manner.	15.4%	28.8%	48.1%	3.8%	3.9%	52
80. Teachers are provided the ancillary textbooks that they need.	17.3%	23.1%	53.8%	3.8%	2.0%	52
81. Textbooks are applicable to the subject matter.	19.2%	30.8%	46.2%	0.0%	3.8%	52
82. Textbooks are in good shape.	13.5%	42.3%	40.4%	1.9%	1.9%	52
83. The school library meets student needs for books and other resources.	17.3%	42.3%	36.5%	3.8%	0.1%	52

**H. CHILD NUTRITION SERVICES**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>	<b>TOTAL RESPONSES</b>
84. The cafeteria's food looks and tastes good.	27.8%	51.9%	7.4%	11.1%	1.8%	54
85. Food is served at the right temperature.	27.8%	51.9%	13.0%	7.3%	0.0%	54
86. Students have enough time to eat.	21.8%	45.5%	18.2%	10.9%	3.6%	55
87. Students eat lunch at the appropriate time of day.	23.6%	63.6%	9.1%	1.8%	1.9%	55
88. Students wait in food lines no longer than 10 minutes.	20.0%	50.9%	20.0%	9.1%	0.0%	55
89. Discipline and order are maintained in the school cafeteria.	20.0%	54.5%	7.3%	12.7%	5.5%	55
90. Cafeteria staff is helpful and friendly.	30.9%	54.5%	10.9%	3.7%	0.0%	55
91. Cafeteria facilities are sanitary and neat.	36.8%	52.6%	7.0%	3.6%	0.0%	57
92. The school breakfast program is available to all children.	36.8%	49.1%	7.0%	7.1%	0.0%	57
93. Child Nutrition Services undertakes different activities each month to encourage students to eat meals at their schools.	25.0%	35.7%	26.8%	8.9%	3.6%	56

**I. TRANSPORTATION**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	TOTAL RESPONSES
94. Transportation gets students to school on time.	39.0%	54.2%	6.8%	0.0%	0.0%	59
95. Transportation promptly picks up students at the end of the day.	37.3%	52.5%	10.2%	0.0%	0.0%	59
96. The quality of service provided by transportation on field trips is high.	30.5%	50.8%	16.9%	1.8%	0.0%	59
97. School buses are clean and well maintained.	29.8%	38.6%	22.8%	7.0%	1.8%	57
98. School principals quickly and fairly discipline students that are disruptive on the school bus.	28.1%	33.3%	22.8%	8.8%	7.0%	57

**J. SAFETY AND SECURITY**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	TOTAL RESPONSES
99. Gangs are not a problem in this district.	16.1%	46.4%	23.2%	8.9%	5.4%	56
100. Drugs are not a problem in this district	12.5%	26.8%	21.4%	30.4%	8.9%	56
101. Vandalism is not a problem in this district.	12.7%	29.1%	23.6%	27.3%	7.3%	55
102. Security personnel have a good working relationship with principals and teachers.	20.8%	30.2%	39.6%	7.5%	1.9%	53
103. Security personnel are respected and liked by the students they serve.	18.2%	20.0%	49.1%	9.1%	3.6%	55
104. A good working arrangement exists between local law enforcement and the district.	28.6%	39.3%	21.4%	8.9%	1.8%	56
105. Students receive fair and equitable discipline for misconduct.	22.8%	45.6%	17.5%	12.3%	1.8%	57

**K. COMPUTERS AND TECHNOLOGY**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	TOTAL RESPONSES
106. Students have access to and use of computers.	41.1%	44.6%	14.3%	0.0%	0.0%	56
107. Students have regular access to computer equipment and software in the classroom.	39.3%	42.9%	17.8%	0.0%	0.0%	56
108. Teachers use computers in the classroom for instructional purposes.	35.7%	46.4%	14.3%	3.6%	0.0%	56
109. Computers are updated to be useful for student instruction.	34.5%	43.6%	20.0%	0.0%	1.9%	55
110. The district meets students' needs in computer fundamentals.	35.7%	41.1%	23.2%	0.0%	0.0%	56
111. The district meets students' needs in advanced computer skills.	35.7%	33.9%	28.6%	1.8%	0.0%	56

**K. COMPUTERS AND TECHNOLOGY (CONTINUED)**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>	<b>TOTAL RESPONSES</b>
112. Teachers and students have easy access to the Internet.	33.9%	39.3%	21.4%	1.8%	3.6%	56
113. Computer labs meet instructional needs.	33.9%	37.5%	25.0%	3.6%	0.0%	56



# PRINCIPALS AND ASSISTANT PRINCIPALS SURVEY

N = 6

## PART A: DEMOGRAPHIC DATA

Note: Totals may not add to 100% due to rounding.

		MALE	FEMALE	TOTAL RESPONSES
1.	Gender (Optional)	33.3%	66.7%	6

		ANGLO	AFRICAN AMERICAN	TOTAL RESPONSES
2.	Ethnicity (Optional)	83.3%	16.7%	6

		LESS THAN 1 YEAR	1-5 YEARS	6-10 YEARS	11-15 YEARS	16-20 YEARS	20+ YEARS	TOTAL RESPONSES
3.	How long have you been employed by Trinity ISD?	16.7%	16.7%	16.7%	16.7%	16.7%	16.7%	6

4.	What is your school level?	PERCENT	TOTAL RESPONSES
	Elementary School	20%	5
	Intermediate School	20%	
	Middle School	20%	
	High School	40%	

## PART B. SURVEY QUESTIONS

Note: Totals may not add to 100% due to rounding.

### A. DISTRICT ORGANIZATION AND MANAGEMENT

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	TOTAL RESPONSES
1. The school board allows sufficient time for public input at meetings.	16.7%	66.7%	16.7%	0.0%	0.0%	6
2. School board members listen to the opinions and desires of others.	16.7%	50.0%	16.7%	16.7%	0.0%	6
3. School board members understand their role as policymakers and stay out of the day-to-day management of the district.	33.3%	50.0%	0.0%	16.7%	0.0%	6
4. The superintendent is a respected and effective instructional leader.	50.0%	33.3%	16.7%	0.0%	0.0%	6

**A. DISTRICT ORGANIZATION AND MANAGEMENT (CONTINUED)**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	TOTAL RESPONSES
5. The superintendent is a respected and effective business manager.	50.0%	33.3%	16.7%	0.0%	0.0%	6
6. Central administration is efficient.	16.7%	83.3%	0.0%	0.0%	0.0%	6
7. Central administration supports the educational process.	33.3%	66.7%	0.0%	0.0%	0.0%	6

**B. EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASUREMENT**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	TOTAL RESPONSES
8. The morale of central administration staff is good.	33.3%	33.3%	33.3%	0.0%	0.0%	6
9. Education is the main priority in our school district.	66.7%	33.3%	0.0%	0.0%	0.0%	6
10. Teachers are given an opportunity to suggest programs and materials that they believe are most effective.	33.3%	50.0%	0.0%	0.0%	16.7%	6
11. The needs of the college-bound student are being met.	0.0%	50.0%	33.3%	16.7%	0.0%	6
12. The needs of the work-bound student are being met.	0.0%	66.7%	16.7%	16.7%	0.0%	6
13. The district provides curriculum guides for all grades and subjects.	16.7%	50.0%	0.0%	33.3%	0.0%	6
14. The curriculum guides are appropriately aligned and coordinated.	16.7%	66.7%	0.0%	16.7%	0.0%	6
15. The district's curriculum guides clearly outline what to teach and how to teach it.	16.7%	50.0%	16.7%	16.7%	0.0%	6
16. The district has effective educational programs for the following:						
a. Reading	0.0%	66.7%	0.0%	33.3%	0.0%	6
b. Writing	33.3%	33.3%	0.0%	33.3%	0.0%	6
c. Mathematics	16.7%	66.7%	0.0%	16.7%	0.0%	6
d. Science	16.7%	50.0%	0.0%	33.3%	0.0%	6
e. English or Language Arts	33.3%	50.0%	0.0%	16.7%	0.0%	6
f. Computer Instruction	33.3%	66.7%	0.0%	0.0%	0.0%	6
g. Social Studies (History or Geography)	33.3%	50.0%	0.0%	16.7%	0.0%	6
h. Fine Arts	0.0%	66.7%	0.0%	33.3%	0.0%	6
i. Physical Education	16.7%	50.0%	0.0%	33.3%	0.0%	6
j. Business Education	0.0%	33.3%	33.3%	33.3%	0.0%	6

**B. EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASUREMENT (CONTINUED)**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>	<b>TOTAL RESPONSES</b>
k. Vocational (Career and Technology) Education	16.7%	33.3%	33.3%	16.7%	0.0%	6
l. Foreign Language	16.7%	33.3%	33.3%	16.7%	0.0%	6
17. The district has effective special programs for the following:						
a. Library Service	0.0%	50.0%	16.7%	33.3%	0.0%	6
b. Honors/Gifted and Talented Education	0.0%	50.0%	16.7%	33.3%	0.0%	6
c. Special Education	16.7%	66.7%	16.7%	0.0%	0.0%	6
d. Head Start and Even Start programs	16.7%	50.0%	33.3%	0.0%	0.0%	6
e. Dyslexia program	0.0%	66.7%	16.7%	16.7%	0.0%	6
f. Student mentoring program	0.0%	50.0%	16.7%	33.3%	0.0%	6
g. Advanced placement program	0.0%	50.0%	16.7%	16.7%	16.7%	6
h. Literacy program	0.0%	50.0%	16.7%	33.3%	0.0%	6
i. Programs for students at risk of dropping out of school	0.0%	16.7%	50.0%	33.3%	0.0%	6
j. Summer school programs	0.0%	50.0%	33.3%	16.7%	0.0%	6
k. Alternative education programs	16.7%	33.3%	33.3%	16.7%	0.0%	6
l. "English as a second language" program	0.0%	83.3%	0.0%	16.7%	0.0%	6
m. Career counseling program	0.0%	33.3%	50.0%	16.7%	0.0%	6
n. College counseling program	0.0%	50.0%	33.3%	16.7%	0.0%	6
o. Counseling the parents of students	16.7%	16.7%	50.0%	16.7%	0.0%	6
18. Parents are immediately notified if a child is absent from school.	50.0%	50.0%	0.0%	0.0%	0.0%	6
19. Teacher turnover is low.	0.0%	33.3%	16.7%	50.0%	0.0%	6
20. Highly qualified teachers fill job openings.	16.7%	83.3%	0.0%	0.0%	0.0%	6
21. Teachers are rewarded for superior performance.	0.0%	16.7%	50.0%	16.7%	16.7%	6
22. Teachers are counseled about less than satisfactory performance.	16.7%	66.7%	0.0%	16.7%	0.0%	6
23. All schools have equal access to educational materials such as computers, television monitors, science labs, and art classes.	16.7%	66.7%	0.0%	16.7%	0.0%	6
24. Students have access, when needed, to a school nurse.	33.3%	66.7%	0.0%	0.0%	0.0%	6
25. Classrooms are seldom left unattended.	16.7%	83.3%	0.0%	0.0%	0.0%	6

**B. EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASUREMENT (CONTINUED)**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	TOTAL RESPONSES
26. The district does a good job preparing students for post-secondary education.	0.0%	66.7%	16.7%	16.7%	0.0%	6
27. Teachers integrate technology into instruction.	0.0%	100.0%	0.0%	0.0%	0.0%	6
28. Students use technology to do their work.	16.7%	83.3%	0.0%	0.0%	0.0%	6
29. New teachers have appropriate professional development and support.	0.0%	83.3%	0.0%	16.7%	0.0%	6
30. The district has a program evaluation process and procedures looking at all the components of a program, not just at student test (TAKS, 6-week assessments) scores.	16.7%	33.3%	16.7%	33.3%	0.0%	6
31. Teachers have sufficient materials to be prepared for the new high school End of Course exams and 3-8 STAAR assessments.	0.0%	40.0%	20.0%	40.0%	0.0%	6
32. Teachers have sufficient training to be prepared for the new high school End of Course Exams and 3-8 STAAR assessments.	33.3%	16.7%	16.7%	33.3%	0.0%	6
33. Administrators have sufficient materials to be prepared for the new high school End of Course exams and 3-8 STAAR assessments.	33.3%	16.7%	16.7%	33.3%	0.0%	6
34. Administrators have sufficient training to be prepared for the new high school End of Course Exams and 3-8 STAAR assessments.	33.3%	16.7%	16.7%	33.3%	0.0%	6
35. Appropriate district staff have sufficient materials to be prepared for the new high school End of Course exams and 3-8 STAAR assessments.	33.3%	16.7%	33.3%	16.7%	0.0%	6
36. Appropriate district staff have sufficient training to be prepared for the new high school End of Course Exams and 3-8 STAAR assessments.	33.3%	16.7%	33.3%	16.7%	0.0%	6
37. The curriculum is aligned with the new high school End of Course Exams and K-8 STAAR assessments.	16.7%	50.0%	16.7%	16.7%	0.0%	6

**C. HUMAN RESOURCES MANAGEMENT**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>	<b>TOTAL RESPONSES</b>
38. District salaries are competitive with similar positions in the job market.	0.0%	16.7%	33.3%	33.3%	16.7%	6
39. The district has a good and timely program for orienting new employees.	0.0%	83.3%	16.7%	0.0%	0.0%	6
40. Substitute workers are rarely used.	0.0%	16.7%	33.3%	33.3%	16.7%	6
41. The district successfully projects future staffing needs.	16.7%	50.0%	0.0%	33.3%	0.0%	6
42. The district has an effective employee recruitment program.	16.7%	16.7%	33.3%	33.3%	0.0%	6
43. The district operates an effective staff development program.	0.0%	66.7%	0.0%	33.3%	0.0%	6
44. District employees receive annual personnel evaluations.	33.3%	50.0%	16.7%	0.0%	0.0%	6
45. The district rewards competence and experience and spells out qualifications such as seniority and skill levels needed for promotion.	0.0%	33.3%	33.3%	16.7%	16.7%	6
46. Employees who perform below the standard of expectation are counseled appropriately and timely.	16.7%	66.7%	0.0%	16.7%	0.0%	6
47. The district has distributed a well written employee handbook which clearly details policies and procedures including a fair and timely grievance process.	16.7%	66.7%	0.0%	16.7%	0.0%	6
48. The district's health insurance package meets my needs.	16.7%	50.0%	33.3%	0.0%	0.0%	6

**D. COMMUNITY INVOLVEMENT**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>	<b>TOTAL RESPONSES</b>
49. The district regularly communicates with parents.	33.3%	66.7%	0.0%	0.0%	0.0%	6
50. The district regularly communicates with Spanish speaking parents.	16.7%	83.3%	0.0%	0.0%	0.0%	6
51. Schools have plenty of volunteers to help student and school programs.	0.0%	50.0%	16.7%	33.3%	0.0%	6
52. District facilities are open for community use.	16.7%	66.7%	16.7%	0.0%	0.0%	6

**D. COMMUNITY INVOLVEMENT (CONTINUED)**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	TOTAL RESPONSES
53. The district actively recruits local businesses and industry as partners to help students and school programs.	16.7%	83.3%	0.0%	0.0%	0.0%	6
54. The district informs parents and community members about new initiatives and programs.	16.7%	83.3%	0.0%	0.0%	0.0%	6
55. The district informs parents and community members about new initiatives and programs in Spanish.	16.7%	83.3%	0.0%	0.0%	0.0%	6
56. The district involves parents and community members in the development of district and campus improvement plans.	33.3%	66.7%	0.0%	0.0%	0.0%	6
57. The district's web site has information for parents and community members.	16.7%	83.3%	0.0%	0.0%	0.0%	6
58. The district's web site has information for community members who want to be school volunteers.	16.7%	33.3%	50.0%	0.0%	0.0%	6

**E. FACILITIES USE AND MANAGEMENT**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	TOTAL RESPONSES
59. Parents, citizens, students, faculty, staff, and the board provide input into facility planning.	16.7%	66.7%	0.0%	16.7%	0.0%	6
60. Schools are clean.	0.0%	66.7%	0.0%	33.3%	0.0%	6
61. Buildings are properly maintained in a timely manner.	16.7%	50.0%	0.0%	33.3%	0.0%	6
62. Repairs are made in a timely manner.	16.7%	66.7%	0.0%	16.7%	0.0%	6
63. Emergency maintenance is handled promptly.	16.7%	50.0%	16.7%	16.7%	0.0%	6
64. Procedures for submitting work orders are clearly defined.	16.7%	33.3%	16.7%	16.7%	16.7%	6

**F. BUSINESS SERVICES**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>	<b>TOTAL RESPONSES</b>
65. I am given ample opportunity to participate in the development of my school's budget and to determine how much money my school will have to spend during the year.	16.7%	0.0%	16.7%	50.0%	16.7%	6
66. I fully understand the district's financial management policies and procedures and what is expected of me to monitor and protect the financial resources that have been allocated to my school.	16.7%	50.0%	0.0%	16.7%	16.7%	6
67. I have received adequate training on the district's financial accounting and budgeting system.	16.7%	16.7%	16.7%	33.3%	16.7%	6
68. I understand how to use the district's financial accounting and budgeting system for the financial management of my school.	16.7%	33.3%	16.7%	33.3%	0.0%	6
69. I am able to move funds from one spending category to the other without contacting central office as long as it does not change my overall budget total.	0.0%	16.7%	33.3%	33.3%	16.7%	6
70. The level of oversight that I have over student activity funds is adequate to ensure that funds are not misused or misappropriated.	16.7%	33.3%	16.7%	33.3%	0.0%	6
71. The district has adequate safety and training programs to prevent work-related accidents.	16.7%	50.0%	33.3%	0.0%	0.0%	6
72. My payroll check is always correct.	16.7%	66.7%	16.7%	0.0%	0.0%	6
73. My payroll check is always issued on time.	16.7%	83.3%	0.0%	0.0%	0.0%	6
74. The district's Payroll Department does a good job of processing the district's payroll.	33.3%	50.0%	16.7%	0.0%	0.0%	6
75. The district's Accounts Payable Department does a good job of paying vendors the correct amount.	16.7%	66.7%	16.7%	0.0%	0.0%	6
76. The district's Accounts Payable Department does a good job of paying vendors on time.	16.7%	50.0%	16.7%	16.7%	0.0%	6

**G. PURCHASING**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	TOTAL RESPONSES
77. Purchasing has made it easy to get what I need.	0.0%	50.0%	33.3%	16.7%	0.0%	6
78. Purchasing identifies high quality materials and equipment at the lowest cost.	0.0%	50.0%	33.3%	16.7%	0.0%	6
79. The district provides teachers and administrators an easy-to-use standard list of supplies and equipment.	0.0%	0.0%	50.0%	33.3%	16.7%	6
80. Students are issued textbooks in a timely manner.	16.7%	66.7%	0.0%	16.7%	0.0%	6
81. Textbooks are in good shape.	16.7%	66.7%	16.7%	0.0%	0.0%	6
82. The school library meets student needs for books and other resources.	16.7%	50.0%	0.0%	16.7%	16.7%	6
83. The school library meets student needs for books and other resources in Spanish.	16.7%	33.3%	0.0%	33.3%	16.7%	6
84. I have the ancillary sets that I need.	16.7%	33.3%	33.3%	16.7%	0.0%	6
85. Textbooks are applicable to the subject matter.	16.7%	66.7%	0.0%	16.7%	0.0%	6

**H. CHILD NUTRITION SERVICES**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	TOTAL RESPONSES
86. The cafeteria's food looks and tastes good.	0.0%	66.7%	33.3%	0.0%	0.0%	6
87. Food is served at the right temperature.	16.7%	66.7%	16.7%	0.0%	0.0%	6
88. Students have enough time to eat.	16.7%	83.3%	0.0%	0.0%	0.0%	6
89. Students eat lunch at the appropriate time of day.	16.7%	83.3%	0.0%	0.0%	0.0%	6
90. Students wait in food lines no longer than 10 minutes.	16.7%	83.3%	0.0%	0.0%	0.0%	6
91. Discipline and order are maintained in the school cafeteria.	16.7%	83.3%	0.0%	0.0%	0.0%	6
92. Cafeteria staff is helpful and friendly.	33.3%	66.7%	0.0%	0.0%	0.0%	6
93. Cafeteria facilities are sanitary and neat.	0.0%	100.0%	0.0%	0.0%	0.0%	6
94. The school breakfast program is available to all children.	16.7%	50.0%	0.0%	33.3%	0.0%	6
95. Child Nutrition Services undertakes different activities each month to encourage students to eat meals at their schools.	0.0%	33.3%	50.0%	16.7%	0.0%	6

**I. TRANSPORTATION**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>	<b>TOTAL RESPONSES</b>
96. The drop-off zone at the school is safe.	16.7%	83.3%	0.0%	0.0%	0.0%	6
97. The district has a simple method to request buses for special events.	33.3%	66.7%	0.0%	0.0%	0.0%	6
98. Buses arrive and leave on time.	16.7%	66.7%	0.0%	16.7%	0.0%	6
99. Adding or modifying a route for a student is easy to accomplish.	20.0%	40.0%	20.0%	20.0%	0.0%	6
100. The district locates new schools to minimize travel time for students.	0.0%	16.7%	83.3%	0.0%	0.0%	6
101. The school assignment pattern fairly balances students in all schools.	16.7%	50.0%	16.7%	16.7%	0.0%	6
102. Transportation gets students to school on time.	33.3%	66.7%	0.0%	0.0%	0.0%	6
103. Transportation promptly picks up students at the end of the day.	16.7%	66.7%	0.0%	16.7%	0.0%	6
104. The quality of service provided by transportation on field trips is high.	16.7%	83.3%	0.0%	0.0%	0.0%	6
105. School buses are clean and well maintained.	16.7%	66.7%	16.7%	0.0%	0.0%	6

**J. SAFETY AND SECURITY**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>	<b>TOTAL RESPONSES</b>
106. Students feel safe and secure at school.	33.3%	66.7%	0.0%	0.0%	0.0%	6
107. School disturbances are infrequent.	50.0%	50.0%	0.0%	0.0%	0.0%	6
108. Gangs are not a problem in this district.	50.0%	16.7%	16.7%	16.7%	0.0%	6
109. Drugs are not a problem in this district.	16.7%	0.0%	33.3%	50.0%	0.0%	6
110. Vandalism is not a problem in this district.	16.7%	50.0%	33.3%	0.0%	0.0%	6
111. Security personnel have a good working relationship with principals and teachers.	33.3%	33.3%	16.7%	16.7%	0.0%	6
112. Security personnel are respected and liked by the students they serve.	16.7%	33.3%	33.3%	16.7%	0.0%	6
113. A good working arrangement exists between local law enforcement and the district.	50.0%	33.3%	0.0%	16.7%	0.0%	6

**J. SAFETY AND SECURITY (CONTINUED)**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>	<b>TOTAL RESPONSES</b>
114. Students receive fair and equitable discipline for misconduct.	50.0%	50.0%	0.0%	0.0%	0.0%	6
115. Safety hazards do not exist on school grounds.	16.7%	83.3%	0.0%	0.0%	0.0%	6

**K. COMPUTERS AND TECHNOLOGY**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>	<b>TOTAL RESPONSES</b>
116. Students have access to and use of computers.	66.7%	33.3%	0.0%	0.0%	0.0%	6
117. Students have regular access to computer equipment and software in the classroom.	66.7%	33.3%	0.0%	0.0%	0.0%	6
118. Teachers use computers in the classroom for instructional purposes.	50.0%	50.0%	0.0%	0.0%	0.0%	6
119. Computers are updated to be useful for student instruction.	66.7%	33.3%	0.0%	0.0%	0.0%	6
120. The district meets students' needs in computer fundamentals.	16.7%	83.3%	0.0%	0.0%	0.0%	6
121. The district meets students' needs in advanced computer skills.	16.7%	83.3%	0.0%	0.0%	0.0%	6
122. Teachers and students have easy access to the Internet.	50.0%	50.0%	0.0%	0.0%	0.0%	6
123. Computer labs meet instructional needs.	33.3%	66.7%	0.0%	0.0%	0.0%	6

# TEACHERS SURVEY

N = 70

## PART A: DEMOGRAPHIC DATA

Note: Totals may not add to 100% due to rounding.

	MALE	FEMALE	TOTAL RESPONSES
1. Gender (Optional)	27.5%	72.5%	69

	ANGLO	AFRICAN AMERICAN	HISPANIC	OTHER	TOTAL RESPONSES
2. Ethnicity (Optional)	86.8%	5.9%	4.4%	2.9%	68

	LESS THAN 1 YEAR	1-5 YEARS	6-10 YEARS	11-15 YEARS	16-20 YEARS	20+ YEARS	TOTAL RESPONSES
3. How long have you been employed by Trinity ISD?	7.1%	47.1%	18.6%	14.3%	4.3%	8.6%	70

SCHOOL LEVEL	PERCENT	TOTAL RESPONSES
4. What is your school level?		
Elementary School	47.1%	70
Intermediate School	14.3%	
Middle School	18.6%	
High School	28.6%	

## PART B. SURVEY QUESTIONS

Note: Totals may not add to 100% due to rounding.

### A. DISTRICT ORGANIZATION AND MANAGEMENT

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	TOTAL RESPONSES
1. The school board allows sufficient time for public input at meetings.	14.3%	47.1%	37.1%	1.4%	0.0%	70
2. School board members listen to the opinions and desires of others.	17.1%	47.1%	34.3%	1.4%	0.0%	70
3. School board members work well with the superintendent.	21.4%	52.9%	25.7%	0.0%	0.0%	70
4. The school board has a good image in the community.	22.9%	52.9%	17.1%	7.1%	0.0%	70
5. The superintendent is a respected and effective instructional leader.	34.3%	47.1%	12.9%	2.9%	2.9%	70

**A. DISTRICT ORGANIZATION AND MANAGEMENT (CONTINUED)**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	TOTAL RESPONSES
6. The superintendent is a respected and effective business manager.	31.4%	54.3%	7.1%	4.3%	2.9%	70
7. Central administration is efficient.	20.0%	54.3%	8.6%	12.9%	4.3%	70
8. Central administration supports the educational process.	25.7%	55.7%	7.1%	7.1%	4.3%	70

**B. EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASUREMENT**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	TOTAL RESPONSES
9. The morale of central administration staff is good.	14.3%	57.1%	20.0%	7.1%	1.4%	70
10. Education is the main priority in our school district.	38.6%	51.4%	2.9%	5.7%	1.4%	70
11. Teachers are given an opportunity to suggest programs and materials that they believe are most effective.	18.6%	62.9%	7.1%	8.6%	2.9%	70
12. The needs of the college-bound student are being met.	12.9%	44.3%	25.7%	12.9%	4.3%	70
13. The needs of the work-bound student are being met.	7.1%	40.0%	28.6%	17.1%	7.1%	70
14. The district provides curriculum guides for all grades and subjects.	11.8%	50.0%	10.3%	22.1%	5.9%	68
15. The curriculum guides are appropriately aligned and coordinated.	11.4%	42.9%	27.1%	15.7%	2.9%	70
16. The district's curriculum guides clearly outline what to teach and how to teach it.	7.1%	48.6%	15.7%	21.4%	7.1%	70
17. The district has effective educational programs for the following:						
a. Reading	12.9%	65.7%	8.6%	10.0%	2.9%	70
b. Writing	7.1%	67.1%	12.9%	8.6%	4.3%	70
c. Mathematics	15.7%	57.1%	10.0%	15.7%	1.4%	70
d. Science	10.0%	60.0%	10.0%	18.6%	1.4%	70
e. English or Language Arts	11.4%	71.4%	10.0%	5.7%	1.4%	70
f. Computer Instruction	17.1%	60.0%	12.9%	10.0%	0.0%	70
g. Social Studies (History or Geography)	11.4%	65.7%	10.0%	12.9%	0.0%	70
h. Fine Arts	1.4%	54.3%	15.7%	25.7%	2.9%	70
i. Physical Education	10.0%	62.9%	11.4%	12.9%	2.9%	70
j. Business Education	5.7%	27.1%	57.1%	10.0%	0.0%	70
k. Vocational (Career and Technology) Education	8.8%	27.9%	50.0%	10.3%	2.9%	68

**B. EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASUREMENT (CONTINUED)**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>	<b>TOTAL RESPONSES</b>
I. Foreign Language	4.3%	35.7%	48.6%	11.4%	0.0%	70
18. The district has effective special programs for the following:						
a. Library Service	8.7%	53.6%	23.2%	14.5%	0.0%	69
b. Honors/Gifted and Talented Education	5.8%	43.5%	20.3%	26.1%	4.3%	69
c. Special Education	15.7%	58.6%	10.0%	14.3%	1.4%	70
d. Head Start and Even Start programs	8.6%	37.1%	45.7%	8.6%	0.0%	70
e. Dyslexia program	7.2%	39.1%	21.7%	27.5%	4.3%	69
f. Student mentoring program	5.7%	31.4%	31.4%	24.3%	7.1%	70
g. Advanced placement program	8.6%	28.6%	44.3%	15.7%	2.9%	70
h. Literacy program	7.1%	37.1%	38.6%	11.4%	5.7%	70
i. Programs for students at risk of dropping out of school	4.3%	21.4%	52.9%	18.6%	2.9%	70
j. Summer school programs	8.7%	53.6%	23.2%	14.5%	0.0%	69
k. Alternative education programs	5.7%	40.0%	38.6%	14.3%	1.4%	70
l. "English as a second language" program	5.8%	24.6%	53.6%	10.1%	5.8%	69
m. Career counseling program	7.1%	58.6%	20.0%	14.3%	0.0%	70
n. College counseling program	5.7%	20.0%	55.7%	15.7%	2.9%	70
o. Counseling the parents of students	5.7%	21.4%	57.1%	12.9%	2.9%	70
19. Parents are immediately notified if a child is absent from school.	21.4%	55.7%	11.4%	10.0%	1.4%	70
20. Teacher turnover is low.	1.4%	37.1%	14.3%	34.3%	12.9%	70
21. Highly qualified teachers fill job openings.	24.3%	55.7%	7.1%	8.6%	4.3%	70
22. Teacher openings are filled quickly.	8.6%	55.7%	21.4%	10.0%	4.3%	70
23. Teachers are rewarded for superior performance.	5.7%	21.4%	24.3%	32.9%	15.7%	70
24. Teachers are counseled about less than satisfactory performance.	2.9%	46.4%	31.9%	13.0%	5.8%	69
25. Teachers are knowledgeable in the subject areas they teach.	18.6%	74.3%	2.9%	2.9%	1.4%	70
26. All schools have equal access to educational materials such as computers, television monitors, science labs, and art classes.	18.8%	53.6%	5.8%	14.5%	7.2%	69
27. The students-to-teacher ratio is reasonable.	17.1%	72.9%	5.7%	1.4%	2.9%	70

**B. EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASUREMENT (CONTINUED)**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	TOTAL RESPONSES
28. Classrooms are seldom left unattended.	30.0%	64.3%	4.3%	1.4%	0.0%	70
29. The district does a good job preparing students for post-secondary education.	4.3%	42.0%	30.4%	18.8%	4.3%	69
30. Teachers integrate technology into instruction.	31.4%	62.9%	4.3%	0.0%	1.4%	70
31. Students use technology to do their work.	14.3%	64.3%	11.4%	10.0%	0.0%	70
32. New teachers have appropriate professional development and support.	21.4%	47.1%	12.9%	14.3%	4.3%	70
33. The district has a program evaluation process and procedures looking at all the components of a program, not just at student test (TAKS, 6-week assessments) scores.	11.4%	52.9%	21.4%	12.9%	1.4%	70
34. Teachers have sufficient materials to be prepared for the new high school End of Course exams and 3-8 STAAR assessments.	7.1%	31.4%	40.0%	18.6%	2.9%	70
35. Teachers have sufficient training to be prepared for the new high school End of Course Exams and 3-8 STAAR assessments.	4.3%	40.0%	38.6%	15.7%	1.4%	70
36. Administrators have sufficient materials to be prepared for the new high school End of Course exams and 3-8 STAAR assessments.	2.9%	34.8%	52.2%	7.2%	2.9%	69
37. Administrators have sufficient training to be prepared for the new high school End of Course Exams and 3-8 STAAR assessments.	4.3%	37.1%	52.9%	5.7%	0.0%	70
38. Appropriate district staff have sufficient materials to be prepared for the new high school End of Course exams and 3-8 STAAR assessments.	4.3%	34.3%	44.3%	15.7%	1.4%	70
39. Appropriate district staff have sufficient training to be prepared for the new high school End of Course Exams and 3-8 STAAR assessments.	4.3%	38.6%	42.9%	12.9%	1.4%	70
40. The curriculum is aligned with the new high school End of Course Exams and K-8 STAAR assessments.	7.1%	51.4%	32.9%	7.1%	1.4%	70

**C. HUMAN RESOURCES MANAGEMENT**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>	<b>TOTAL RESPONSES</b>
41. District salaries are competitive with similar positions in the job market.	5.8%	44.9%	10.1%	20.3%	18.8%	69
42. The district has a good and timely program for orienting new employees.	7.1%	61.4%	15.7%	12.9%	2.9%	70
43. Substitute workers are rarely used.	4.3%	21.4%	10.0%	52.9%	11.4%	70
44. The district successfully projects future staffing needs.	8.6%	31.4%	35.7%	18.6%	5.7%	70
45. The district has an effective employee recruitment program.	4.3%	37.7%	29.0%	21.7%	7.2%	69
46. The district operates an effective staff development program.	14.5%	50.7%	11.6%	18.8%	4.3%	69
47. District employees receive annual personnel evaluations.	35.7%	58.6%	4.3%	1.4%	0.0%	70
48. The district rewards competence and experience and spells out qualifications such as seniority and skill levels needed for promotion.	5.7%	31.4%	28.6%	21.4%	12.9%	70
49. Employees who perform below the standard of expectation are counseled appropriately and timely.	4.3%	38.6%	32.9%	18.6%	5.7%	70
50. The district has distributed a well written employee handbook which clearly details policies and procedures including a fair and timely grievance process.	21.4%	70.0%	7.1%	1.4%	0.0%	70
51. The district's health insurance package meets my needs.	7.1%	47.1%	21.4%	17.1%	7.1%	70

**D. COMMUNITY INVOLVEMENT**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>	<b>TOTAL RESPONSES</b>
52. The district regularly communicates with parents.	27.1%	58.6%	4.3%	7.1%	2.9%	70
53. The district regularly communicates with Spanish speaking parents.	11.4%	61.4%	18.6%	7.1%	1.4%	70
54. The local television and radio stations regularly report school news and menus.	5.7%	21.4%	42.9%	20.0%	10.0%	70
55. Schools have plenty of volunteers to help student and school programs.	5.8%	42.0%	14.5%	29.0%	8.7%	69
56. District facilities are open for community use.	12.9%	48.6%	21.4%	12.9%	4.3%	70

**D. COMMUNITY INVOLVEMENT (CONTINUED)**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>	<b>TOTAL RESPONSES</b>
57. The district actively recruits local businesses and industry as partners to help students and school programs.	17.1%	44.3%	18.6%	14.3%	5.7%	70
58. The district informs parents and community members about new initiatives and programs.	17.1%	58.6%	12.9%	10.0%	1.4%	70
59. The district informs parents and community members about new initiatives and programs in Spanish.	12.9%	48.6%	24.3%	12.9%	1.4%	70
60. The district involves parents and community members in the development of district and campus improvement plans.	12.9%	70.0%	8.6%	5.7%	2.9%	70
61. The district's web site has information for parents and community members.	25.7%	60.0%	2.9%	8.6%	2.9%	70
62. The district's web site has information for community members who want to be school volunteers.	13.0%	47.8%	20.3%	14.5%	4.3%	69

**E. FACILITIES USE AND MANAGEMENT**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>	<b>TOTAL RESPONSES</b>
63. The district plans facilities construction far enough in the future to support enrollment growth.	4.3%	20.0%	45.7%	27.1%	2.9%	70
64. Parents, citizens, students, faculty, staff, and the board provide input into facility planning.	4.3%	32.9%	40.0%	21.4%	1.4%	70
65. The architect and construction managers are selected objectively and impersonally.	2.9%	12.9%	77.1%	7.1%	0.0%	70
66. The quality of new construction is excellent.	5.7%	15.7%	65.7%	11.4%	1.4%	70
67. Schools are clean.	15.7%	44.3%	5.7%	24.3%	10.0%	70
68. Buildings are properly maintained in a timely manner.	12.9%	32.9%	5.7%	37.1%	11.4%	70
69. Repairs are made in a timely manner.	8.7%	29.0%	11.6%	39.1%	11.6%	69
70. Emergency maintenance is handled promptly.	14.3%	57.1%	11.4%	15.7%	1.4%	70

**F. BUSINESS SERVICES**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	TOTAL RESPONSES
71. Site-based budgeting is used effectively to extend the involvement of principals and teachers.	5.7%	40.0%	42.9%	7.1%	4.3%	70
72. Campus administrators are well-trained in fiscal management techniques.	10.1%	37.7%	49.3%	1.4%	1.4%	69
73. Financial reports are allocated fairly and equitably at my school.	1.4%	31.4%	48.6%	15.7%	2.9%	70

**G. PURCHASING**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	TOTAL RESPONSES
74. Purchasing has made it easy to get what I need.	2.9%	8.6%	18.6%	41.4%	28.6%	70
75. Purchasing identifies the highest quality materials and equipment at the lowest cost.	2.9%	18.6%	38.6%	22.9%	17.1%	70
76. Vendors are selected competitively.	2.9%	18.6%	60.0%	11.4%	7.1%	70
77. The district provides teachers and administrators an easy-to-use standard list of supplies and equipment.	2.9%	15.7%	28.6%	32.9%	20.0%	70
78. Students are issued textbooks in a timely manner.	12.9%	52.9%	18.6%	10.0%	5.7%	70
79. I have the ancillary textbooks that I need.	11.4%	42.9%	21.4%	20.0%	4.3%	70
80. Textbooks are applicable to the subject matter.	17.1%	64.3%	8.6%	10.0%	0.0%	70
81. Textbooks are in good shape.	15.7%	57.1%	10.0%	14.3%	2.9%	70
82. The school library meets student needs for books and other resources.	10.1%	59.4%	13.0%	8.7%	8.7%	69

**H. CHILD NUTRITION SERVICES**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	TOTAL RESPONSES
83. The cafeteria's food looks and tastes good.	8.6%	65.7%	10.0%	8.6%	7.1%	70
84. Food is served at the right temperature.	12.9%	68.6%	8.6%	7.1%	2.9%	70
85. Students have enough time to eat.	12.9%	64.3%	4.3%	17.1%	1.4%	70
86. Students eat lunch at the appropriate time of day.	17.4%	71.0%	5.8%	5.8%	0.0%	69

**H. CHILD NUTRITION SERVICES (CONTINUED)**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	TOTAL RESPONSES
87. Students wait in food lines no longer than 10 minutes.	18.8%	58.0%	4.3%	11.6%	7.2%	69
88. Discipline and order are maintained in the school cafeteria.	21.4%	72.9%	2.9%	0.0%	2.9%	70
89. Cafeteria staff is helpful and friendly.	31.4%	55.7%	5.7%	4.3%	2.9%	70
90. Cafeteria facilities are sanitary and neat.	22.9%	72.9%	1.4%	0.0%	2.9%	70
91. The school breakfast program is available to all children.	32.9%	55.7%	7.1%	1.4%	2.9%	70
92. Child Nutrition Services undertakes different activities each month to encourage students to eat meals at their schools.	12.9%	32.9%	30.0%	20.0%	4.3%	70

**I. TRANSPORTATION**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	TOTAL RESPONSES
93. Transportation gets students to school on time.	27.1%	71.4%	0.0%	0.0%	1.4%	70
94. Transportation promptly picks up students at the end of the day.	22.9%	68.6%	1.4%	7.1%	0.0%	70
95. The quality of service provided by Transportation on field trips is high.	22.9%	58.6%	14.3%	1.4%	2.9%	70
96. School buses are clean and well maintained.	17.1%	58.6%	20.0%	4.3%	0.0%	70
97. School principals quickly and fairly discipline students that are disruptive on the school bus.	21.4%	51.4%	20.0%	7.1%	0.0%	70

**J. SAFETY AND SECURITY**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	TOTAL RESPONSES
98. School disturbances are infrequent.	8.7%	62.3%	8.7%	18.8%	1.4%	69
99. Gangs are not a problem in this district.	14.3%	51.4%	24.3%	10.0%	0.0%	70
100. Drugs are not a problem in this district.	2.9%	30.0%	28.6%	30.0%	8.6%	70
101. Vandalism is not a problem in this district.	8.6%	32.9%	25.7%	30.0%	2.9%	70
102. Security personnel have a good working relationship with principals and teachers.	11.4%	34.3%	47.1%	5.7%	1.4%	70

**J. SAFETY AND SECURITY (CONTINUED)**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>	<b>TOTAL RESPONSES</b>
103. Security personnel are respected and liked by the students they serve.	4.3%	31.9%	58.0%	4.3%	1.4%	69
104. A good working arrangement exists between local law enforcement and the district.	20.0%	61.4%	12.9%	4.3%	1.4%	70
105. Students receive fair and equitable discipline for misconduct.	15.7%	58.6%	5.7%	18.6%	1.4%	70
106. Safety hazards do not exist on school grounds.	8.6%	52.9%	17.1%	17.1%	4.3%	70

**K. COMPUTERS AND TECHNOLOGY**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>	<b>TOTAL RESPONSES</b>
107. Students have access to and use of computers.	57.1%	37.1%	1.4%	4.3%	0.0%	70
108. Students have regular access to computer equipment and software in the classroom.	54.3%	40.0%	1.4%	4.3%	0.0%	70
109. Teachers use computers in the classroom for instructional purposes.	60.0%	37.1%	1.4%	1.4%	0.0%	70
110. Computers are updated to be useful for student instruction.	48.6%	45.7%	1.4%	2.9%	1.4%	70
111. The district meets students' needs in computer fundamentals.	48.6%	35.7%	5.7%	10.0%	0.0%	70
112. The district meets students' needs in advanced computer skills.	40.0%	38.6%	12.9%	7.1%	1.4%	70
113. Teachers and students have easy access to the Internet.	47.1%	42.9%	0.0%	7.1%	2.9%	70
114. Computer labs meet instructional needs.	37.1%	48.6%	4.3%	8.6%	1.4%	70



# PARENTS SURVEY

N = 36

## PART A: DEMOGRAPHIC DATA

Note: Totals may not add to 100% due to rounding.

		MALE	FEMALE	TOTAL RESPONSES
1.	Gender (Optional)	8.3%	91.7%	36

		ANGLO	AFRICAN AMERICAN	HISPANIC	OTHER	TOTAL RESPONSES
2.	Ethnicity (Optional)	74.2%	6.5%	12.9%	6.4%	31

		0-5 YEARS	6-10 YEARS	11 YEARS OR MORE	TOTAL RESPONSES
3.	How long have you been employed by TrinitySD?	22.2%	13.9%	63.9%	36

4. What grade level(s) does your child(ren) attend? (circle all that apply)				
GRADE	PERCENT	GRADE	PERCENT	TOTAL RESPONSES
Pre-Kindergarten	8.3%	Sixth Grade	25.0%	36
Kindergarten	8.3%	Seventh Grade	13.9%	
First Grade	19.4%	Eighth Grade	11.1%	
Second Grade	19.4%	Ninth Grade	2.8%	
Third Grade	19.4%	Tenth Grade	2.8%	
Fourth Grade	27.8%	Eleventh Grade	5.6%	
Fifth Grade	25.0%	Twelfth Grade	2.8%	

## PART B. SURVEY QUESTIONS

Note: Totals may not add to 100% due to rounding.

### A. DISTRICT ORGANIZATION AND MANAGEMENT

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	TOTAL RESPONSES
1. The school board allows sufficient time for public input at meetings.	14.3%	48.6%	25.7%	8.6%	2.8%	35
2. School board members listen to the opinions and desires of others.	11.1%	52.8%	25.0%	8.3%	2.8%	36
3. The superintendent is a respected and effective instructional leader.	25.0%	50.0%	22.2%	0.0%	2.8%	36

**A. DISTRICT ORGANIZATION AND MANAGEMENT (CONTINUED)**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	TOTAL RESPONSES
4. The superintendent is a respected and effective business manager.	25.0%	50.0%	22.2%	0.0%	2.8%	36

**B. EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASUREMENT**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	TOTAL RESPONSES
5. The district provides a high quality of services.	15.2%	42.4%	18.2%	24.2%	0.0%	33
6. Teachers are given an opportunity to suggest programs and materials that they believe are most effective.	9.1%	45.5%	30.3%	15.1%	0.0%	33
7. The needs of the college-bound student are being met.	5.7%	22.9%	37.1%	28.6%	5.7%	35
8. The needs of the work-bound student are being met.	5.9%	32.4%	38.2%	20.6%	2.9%	34
9. The district has effective educational programs for the following:						
a. Reading	11.8%	61.8%	5.9%	20.5%	0.0%	34
b. Writing	11.4%	62.9%	8.6%	17.1%	0.0%	35
c. Mathematics	11.4%	65.7%	5.7%	17.2%	0.0%	35
d. Science	11.4%	65.7%	8.6%	14.3%	0.0%	35
e. English or Language Arts	11.4%	68.6%	5.7%	14.3%	0.0%	35
f. Computer Instruction	14.3%	57.1%	14.3%	14.3%	0.0%	35
g. Social Studies (History or Geography)	14.3%	62.9%	11.4%	11.4%	0.0%	35
h. Fine Arts	17.1%	40.0%	17.1%	20.0%	5.8%	35
i. Physical Education	20.6%	58.8%	8.8%	11.8%	0.0%	34
j. Business Education	8.8%	26.5%	47.1%	14.7%	2.9%	34
k. Vocational (Career and Technology) Education	8.6%	25.7%	42.9%	17.1%	5.7%	35
l. Foreign Language	5.7%	22.9%	45.7%	17.1%	8.6%	35
10. The district has effective special programs for the following:						
a. Library Service	5.7%	54.3%	25.7%	11.4%	2.9%	35
b. Honors/Gifted and Talented Education	5.7%	48.6%	25.7%	14.3%	5.7%	35
c. Special Education	8.6%	40.0%	42.9%	5.7%	2.8%	35
d. Head Start and Even Start programs	14.3%	45.7%	31.4%	8.6%	0.0%	35
e. Dyslexia program	0.0%	32.4%	50.0%	14.7%	2.9%	34
f. Student mentoring program	8.6%	45.7%	28.6%	11.4%	5.7%	35

**B. EDUCATIONAL SERVICE DELIVERY AND PERFORMANCE MEASUREMENT (CONTINUED)**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>	<b>TOTAL RESPONSES</b>
g. Advanced placement program	5.9%	32.4%	52.9%	5.9%	2.9%	34
h. Literacy program	5.9%	35.3%	50.0%	8.8%	0.0%	34
i. Programs for students at risk of dropping out of school	6.1%	18.2%	42.4%	30.3%	3.0%	33
j. Summer school programs	5.7%	37.1%	34.3%	22.9%	0.0%	35
k. Alternative education programs	5.9%	29.4%	52.9%	11.8%	0.0%	34
l. English as a second language program	5.7%	34.3%	48.6%	8.6%	2.8%	35
m. Career counseling program	2.9%	25.7%	48.6%	20.0%	2.8%	35
n. College counseling program	2.9%	20.6%	44.1%	29.4%	3.0%	34
o. Counseling the parents of students	2.9%	31.4%	42.9%	17.1%	5.7%	35
p. Dropout prevention program	2.9%	22.9%	40.0%	22.9%	11.3%	35
11. Parents are immediately notified if a child is absent from school.	29.4%	50.0%	11.8%	8.8%	0.0%	34
12. Teacher turnover is low.	2.9%	14.7%	47.1%	17.6%	17.7%	34
13. Highly qualified teachers fill job openings.	11.4%	40.0%	22.9%	20.0%	5.7%	35
14. A substitute teacher rarely teaches my child.	8.6%	42.9%	22.9%	22.9%	2.7%	35
15. Teachers are knowledgeable in the subject areas they teach.	9.1%	63.6%	15.2%	12.1%	0.0%	33
16. All schools have equal access to educational materials such as computers, television monitors, science labs, and art classes.	14.3%	57.1%	8.6%	14.3%	5.7%	35
17. Students have access, when needed, to a school nurse.	17.1%	68.6%	2.9%	8.6%	2.8%	35
18. Classrooms are seldom left unattended.	6.1%	69.7%	21.2%	3.0%	0.0%	33
19. The district provides a high quality education.	8.6%	40.0%	20.0%	22.9%	8.5%	35
20. The district has a high quality of teachers.	5.7%	60.0%	14.3%	11.4%	8.6%	35

**C. COMMUNITY INVOLVEMENT**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>	<b>TOTAL RESPONSES</b>
21. The district regularly communicates with parents.	2.8%	66.7%	11.1%	16.7%	2.7%	36
22. District facilities are open for community use.	5.6%	50.0%	30.6%	11.1%	2.7%	36

**C. COMMUNITY INVOLVEMENT (CONTINUED)**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	TOTAL RESPONSES
23. Schools have plenty of volunteers to help student and school programs.	2.9%	45.7%	14.3%	34.3%	2.8%	35

**D. FACILITIES USE AND MANAGEMENT**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	TOTAL RESPONSES
24. Parents, citizens, students, faculty, staff, and the board provide input into facility planning.	8.6%	42.9%	25.7%	20.0%	2.8%	35
25. Schools are clean.	14.3%	51.4%	8.6%	22.9%	2.8%	35
26. Buildings are properly maintained in a timely manner.	8.6%	42.9%	20.0%	22.9%	5.6%	35
27. Repairs are made in a timely manner.	2.9%	45.7%	28.6%	17.1%	5.7%	35
28. The district uses very few portable buildings.	11.8%	76.5%	11.7%	0.0%	0.0%	34
29. Emergency maintenance is handled promptly.	8.6%	48.6%	31.4%	11.4%	0.0%	35

**E. BUSINESS SERVICES**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	TOTAL RESPONSES
30. My property tax bill is reasonable for the educational services delivered.	5.7%	42.9%	31.4%	17.1%	2.9%	35
31. Board members and administrators do a good job explaining the use of tax dollars.	5.7%	28.6%	45.7%	17.1%	2.9%	35
32. Site-based budgeting is used effectively to extend the involvement of principals and teachers.	5.7%	40.0%	48.6%	5.7%	0.0%	35
33. Campus administrators are well-trained in fiscal management techniques.	5.7%	28.6%	60.0%	5.7%	0.0%	35
34. The district's financial reports are easy to understand and read.	5.7%	20.0%	57.1%	14.3%	2.9%	35
35. Financial reports are made available to community members when asked.	5.7%	25.7%	62.9%	2.9%	2.8%	35

**F. PURCHASING**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	TOTAL RESPONSES
36. Students are issued textbooks in a timely manner.	11.4%	37.1%	11.4%	31.4%	8.7%	35
37. Textbooks are in good shape.	5.7%	42.9%	40.0%	8.6%	2.8%	35
38. The school library meets student's needs for books and other resources.	8.6%	54.3%	22.9%	8.6%	5.6%	35

**G. CHILD NUTRITION SERVICES**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	TOTAL RESPONSES
39. My child regularly purchases his/her meal from the cafeteria.	14.7%	50.0%	5.9%	17.6%	11.8%	34
40. The school breakfast program is available to all children.	28.6%	57.1%	11.4%	2.9%	0.0%	35
41. The cafeteria food looks and tastes good.	11.4%	42.9%	17.1%	14.3%	14.3%	35
42. Food is served at the right temperature.	11.4%	57.1%	20.0%	8.6%	2.9%	35
43. Students have enough time to eat.	8.6%	54.3%	5.7%	20.0%	11.4%	35
44. Students eat lunch at the appropriate time of day.	11.4%	71.4%	2.9%	8.6%	5.7%	35
45. Students wait in food lines no longer than 10 minutes.	8.6%	48.6%	37.1%	5.7%	0.0%	35
46. Discipline and order are maintained in the school cafeteria.	8.6%	71.4%	17.1%	2.9%	0.0%	35
47. Cafeteria staff is helpful and friendly.	14.3%	57.1%	22.9%	2.9%	2.8%	35
48. Cafeteria facilities are sanitary and neat.	17.1%	51.4%	25.7%	5.8%	0.0%	35

**H. TRANSPORTATION**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	TOTAL RESPONSES
49. My child regularly rides the bus.	11.4%	31.4%	14.3%	22.9%	20.0%	35
50. The bus driver maintains discipline on the bus.	14.7%	29.4%	47.1%	5.9%	2.9%	34
51. The length of the student's bus ride is reasonable.	11.8%	29.4%	50.0%	8.8%	0.0%	34
52. The drop-off zone at the school is safe.	20.0%	42.9%	28.6%	2.9%	5.6%	35

**H. TRANSPORTATION (CONTINUED)**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	TOTAL RESPONSES
53. The bus stop near my house is safe.	14.3%	37.1%	37.1%	5.7%	5.8%	35
54. The bus stop is within walking distance from our home.	14.3%	37.1%	40.0%	8.6%	0.0%	35
55. Buses arrive and depart on time.	11.4%	37.1%	45.7%	5.8%	0.0%	35
56. Buses arrive early enough for students to eat breakfast at school.	20.0%	34.3%	42.9%	2.8%	0.0%	35
57. Buses seldom break down.	8.6%	25.7%	62.9%	2.8%	0.0%	35
58. Buses are clean.	8.8%	20.6%	70.6%	0.0%	0.0%	34
59. Bus drivers allow students to sit down before taking off.	11.4%	34.3%	48.6%	5.7%	0.0%	35
60. The district has a simple method to request buses for special events.	14.7%	14.7%	70.6%	0.0%	0.0%	34

**I. SAFETY AND SECURITY**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	TOTAL RESPONSES
61. Students feel safe and secure at school.	8.3%	75.0%	5.6%	5.6%	5.5%	36
62. School disturbances are infrequent.	2.9%	64.7%	14.7%	14.7%	3.0%	34
63. Gangs are not a problem in this district.	5.9%	50.0%	23.5%	17.6%	3.0%	34
64. Drugs are not a problem in this district.	5.6%	16.7%	22.2%	33.3%	22.2%	36
65. Vandalism is not a problem in this district.	8.3%	16.7%	36.1%	33.3%	5.6%	36
66. Security personnel have a good working relationship with principals and teachers.	16.7%	22.2%	44.4%	13.9%	2.8%	36
67. Security personnel are respected and liked by the students they serve.	11.1%	19.4%	52.8%	13.9%	2.8%	36
68. A good working arrangement exists between local law enforcement and the district.	16.7%	47.2%	19.4%	13.9%	2.8%	36
69. Students receive fair and equitable discipline for misconduct.	12.5%	59.4%	12.5%	9.4%	6.2%	32
70. Safety hazards do not exist on school grounds.	3.1%	40.6%	31.3%	25.0%	0.0%	32

**J. COMPUTERS AND TECHNOLOGY**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>	<b>TOTAL RESPONSES</b>
71. Teachers know how to teach computer science and other technology-related courses.	8.8%	44.1%	29.4%	14.7%	3.0%	34
72. Computers are new enough to be useful to teach students.	15.2%	45.5%	21.2%	12.1%	6.0%	33
73. The district meets student's needs in computer fundamentals.	12.1%	45.5%	27.3%	9.1%	6.0%	33
74. The district meets student's needs in advanced computer skills.	11.8%	32.4%	35.3%	14.7%	5.8%	34
75. Students have easy access to the Internet.	11.8%	41.2%	35.3%	8.8%	2.9%	34



# STUDENT SURVEY

N = 95

## PART A: DEMOGRAPHIC DATA

Note: Totals may not add to 100% due to rounding.

		MALE	FEMALE	TOTAL RESPONSES
1.	Gender (Optional)	43.2%	56.8%	95

		ANGLO	AFRICAN AMERICAN	HISPANIC	ASIAN	OTHER	TOTAL RESPONSES
2.	Ethnicity (Optional)	54.8%	16.1%	16.1%	1.1%	11.9%	93

		SENIOR	JUNIOR	TOTAL RESPONSES
3.	What is your classification?	42.1%	57.9%	95

## PART B. SURVEY QUESTIONS

Note: Totals may not add to 100% due to rounding.

### A. DISTRICT ORGANIZATION AND MANAGEMENT

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	TOTAL RESPONSES
1. The needs of the college-bound student are being met.	2.1%	51.6%	24.2%	20.0%	2.1%	95
2. The needs of the work-bound student are being met.	4.2%	53.7%	30.5%	11.6%	0.0%	95
3. The district has effective educational programs for the following:						
a. Reading	21.1%	65.3%	12.6%	1.0%	0.0%	95
b. Writing	16.8%	60.0%	17.9%	5.3%	0.0%	95
c. Mathematics	22.6%	46.2%	12.9%	15.1%	3.2%	93
d. Science	10.5%	25.3%	20.0%	29.5%	14.7%	95
e. English or Language Arts	27.4%	57.9%	11.6%	3.1%	0.0%	95
f. Computer Instruction	20.7%	47.8%	20.7%	7.5%	3.3%	92
g. Social Studies (History or Geography)	28.7%	52.1%	10.6%	6.4%	2.2%	94
h. Fine Arts	18.1%	31.9%	23.4%	17.0%	9.6%	94
i. Physical Education	27.7%	46.8%	20.2%	4.3%	1.0%	94
j. Business Education	10.5%	35.8%	36.8%	13.7%	3.2%	95
k. Vocational (Career and Technology) Education	11.6%	43.2%	31.6%	8.4%	5.2%	95
l. Foreign Language	8.4%	35.8%	30.5%	16.8%	8.5%	95

**A. DISTRICT ORGANIZATION AND MANAGEMENT (CONTINUED)**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	TOTAL RESPONSES
4. The district has effective special programs for the following:						
a. Library Service	13.8%	53.2%	22.3%	8.5%	2.2%	94
b. Honors/Gifted and Talented Education	11.7%	42.6%	34.0%	10.6%	1.1%	94
c. Special Education	12.8%	50.0%	33.0%	3.2%	1.0%	94
d. Student mentoring program	5.3%	34.0%	39.4%	16.0%	5.3%	94
e. Advanced placement program	10.6%	47.9%	23.4%	14.9%	3.2%	94
f. Career counseling program	9.7%	48.4%	26.9%	9.7%	5.3%	93
g. College counseling program	8.5%	55.3%	21.3%	8.5%	6.4%	94
5. Students have access, when needed, to a school nurse.	24.5%	52.1%	8.5%	11.7%	3.2%	94
6. Classrooms are seldom left unattended.	15.1%	48.4%	20.4%	14.0%	2.1%	93
7. The district provides a high quality education.	7.4%	34.0%	25.5%	22.3%	10.8%	94
8. The district has a high quality of teachers.	5.3%	21.3%	31.9%	27.7%	13.8%	94
9. The district does a good job preparing students for college.	7.4%	33.0%	34.0%	17.0%	8.6%	94

**B. FACILITIES USE AND MANAGEMENT**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	TOTAL RESPONSES
10. Schools are clean.	5.3%	31.9%	23.4%	23.4%	16.0%	94
11. Buildings are properly maintained in a timely manner.	4.3%	28.0%	39.8%	18.3%	9.6%	93
12. Repairs are made in a timely manner.	5.4%	26.9%	29.0%	29.0%	9.7%	93
13. Emergency maintenance is handled timely.	5.3%	34.0%	41.5%	11.7%	7.5%	94
14. School facilities are readily available for student activities.	5.4%	43.0%	35.5%	11.8%	4.3%	93

**C. PURCHASING**

SURVEY QUESTIONS	STRONGLY AGREE	AGREE	NO OPINION	DISAGREE	STRONGLY DISAGREE	TOTAL RESPONSES
15. There are enough textbooks in all my classes.	9.6%	36.2%	21.3%	21.3%	11.6%	94
16. Students are issued textbooks in a timely manner.	4.3%	26.6%	39.4%	22.3%	7.4%	94
17. Textbooks are in good shape.	4.3%	21.3%	19.1%	36.2%	19.1%	94
18. The school library meets student needs for books and other resources.	11.7%	42.6%	24.5%	14.9%	6.3%	94

**D. CHILD NUTRITION SERVICES**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>	<b>TOTAL RESPONSES</b>
19. The cafeteria food looks and tastes good.	1.1%	12.6%	15.8%	25.3%	45.2%	95
20. Food is served at the right temperature.	2.1%	15.8%	24.2%	28.4%	29.5%	95
21. Students have enough time to eat.	2.1%	16.8%	15.8%	25.3%	40.0%	95
22. Students eat lunch at the appropriate time of day.	6.3%	60.0%	16.8%	7.4%	9.5%	95
23. Students wait in food lines no longer than 10 minutes.	9.5%	15.8%	9.5%	26.3%	38.9%	95
24. Discipline and order are maintained in the school cafeteria.	6.4%	37.2%	31.9%	10.6%	13.9%	94
25. Cafeteria staff is helpful and friendly.	10.6%	30.9%	22.3%	23.4%	12.8%	94
26. Cafeteria facilities are sanitary and neat.	8.4%	25.3%	31.6%	18.9%	15.8%	95
27. The school breakfast program is available to all children.	7.4%	37.9%	34.7%	11.6%	8.4%	95
28. Child Nutrition Services undertakes different activities each month to encourage students to eat meals at their schools.	5.3%	18.9%	41.1%	18.9%	15.8%	95

**E. TRANSPORTATION**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>	<b>TOTAL RESPONSES</b>
29. I regularly ride the bus.	13.7%	21.1%	26.3%	10.5%	28.4%	95
30. The bus driver maintains discipline on the bus.	10.5%	17.9%	60.0%	3.2%	8.4%	95
31. The length of the student bus ride is reasonable.	6.3%	15.8%	56.8%	6.3%	14.8%	95
32. The drop-off zone at the school is safe.	12.6%	30.5%	46.3%	5.3%	5.3%	95
33. The bus stop near my house is safe.	12.6%	25.3%	54.7%	2.1%	5.3%	95
34. The bus stop is within walking distance from our home.	14.7%	27.4%	50.5%	3.2%	4.2%	95
35. Buses arrive and depart on time.	5.3%	16.8%	58.9%	8.4%	10.6%	95
36. Buses arrive early enough for students to eat breakfast at school.	6.3%	28.4%	52.6%	7.4%	5.3%	95
37. Buses seldom break down.	4.2%	14.7%	62.1%	12.6%	6.4%	95
38. Buses are clean.	3.2%	12.6%	60.0%	12.6%	11.6%	95
39. Bus drivers allow students to sit down before taking off.	8.4%	20.0%	52.6%	8.4%	10.6%	95

**F. SAFETY AND SECURITY**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>	<b>TOTAL RESPONSES</b>
40. I feel safe and secure at school.	7.4%	43.6%	21.3%	20.2%	7.5%	94
41. School disturbances are infrequent.	8.7%	37.0%	28.3%	16.3%	9.7%	92
42. Gangs are not a problem in this district.	15.8%	36.8%	25.3%	11.6%	10.5%	95
43. Drugs are not a problem in this district.	13.7%	22.1%	22.1%	20.0%	22.1%	95
44. Vandalism is not a problem in this district.	7.4%	24.2%	25.3%	23.2%	19.9%	95
45. Security personnel have a good working relationship with principals and teachers.	9.5%	22.1%	45.3%	14.7%	8.4%	95
46. Security personnel are respected and liked by the students they serve.	6.3%	22.1%	46.3%	15.8%	9.5%	95
47. A good working arrangement exists between local law enforcement and the district.	11.7%	30.9%	43.6%	8.5%	5.3%	94
48. Students receive fair and equitable discipline for misconduct.	5.3%	30.9%	27.7%	22.3%	13.8%	94
49. Safety hazards do not exist on school grounds.	7.4%	17.9%	43.2%	23.2%	8.3%	95

**G. COMPUTERS AND TECHNOLOGY**

<b>SURVEY QUESTIONS</b>	<b>STRONGLY AGREE</b>	<b>AGREE</b>	<b>NO OPINION</b>	<b>DISAGREE</b>	<b>STRONGLY DISAGREE</b>	<b>TOTAL RESPONSES</b>
50. Students have access to and use of computers.	35.8%	42.1%	10.5%	7.4%	4.2%	95
51. Students have regular access to computer equipment and software in the classroom.	27.4%	37.9%	23.2%	6.3%	5.2%	95
52. Teachers use computers in the classroom for instructional purposes.	20.2%	43.6%	19.1%	9.6%	7.5%	94
53. Computers are updated to be useful for student instruction.	23.2%	38.9%	21.1%	8.4%	8.4%	95
54. The district meets student's needs in computer fundamentals.	23.2%	38.9%	27.4%	5.3%	5.2%	95
55. The district meets students needs in advanced computer skills	24.5%	30.9%	35.1%	5.3%	4.2%	94
56. Teachers and students have easy access to the Internet.	21.1%	36.8%	18.9%	11.6%	11.6%	95
57. Computer labs meet instructional needs.	20.0%	36.8%	33.7%	4.2%	5.3%	95